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final report and recommendations

district of Parry Sound local government study



Prepared for:

District of Parry Sound

Municipal Association

and

Ministry of Treasury, Economics

and Intergovernmental Affairs



CAZON TR -76 F36

Government Publications

FINAL REPORT AND RECOMMENDATIONS

DISTRICT OF PARRY SOUND
LOCAL GOVERNMENT STUDY

AUGUST 1976

PREPARED FOR:

The District of Parry Sound Municipal Association and Ministry of Treasury, Economics and Intergovernmental Affairs

PREPARED BY:

District of Parry Sound Local Government Study Group D. K. Martin, Study Officer

DISTRICT OF PARRY SOUND LOCAL GOVERNMENT STUDY

LIST OF PUBLICATIONS

- Soundings #1 Study newsletter, including Study
 Terms of Reference
 May 1974 Free From Study Office
- Analysis of Planning Issues, Problems, and Needs in the District of Parry Sound A report prepared for the Study by Proctor and Redfern Limited.

 July 1974 OUT OF PRINT
- Soundings #2 Study newsletter
 August 1975 Free From Study Office
- Research Report District of Parry Sound Local Government Study

 March 1976 \$2.00 in Ontario Government Bookstore
- Final Report and Recommendations District of Parry Sound Local Government Study

 August 1976 \$2.50 in Ontario Government Bookstore
- Parry Sound District Atlas Ministries of Housing, Natural Resources, and Treasury, Economics and Intergovernmental Affairs
 August 1976 \$10.00 in Ontario Government Bookstore

STUDY OFFICE - Parry Sound Study Publications,
Room 450, Frost Building North,
Queen's Park, Toronto.

Ontario Government Bookstore, 880 Bay Street, Toronto, Ontario.

All publications are also available in municipal offices and libraries throughout the District of Parry Sound.





Ministry of Treasury Economics and Intergovernmental Affairs Queen's Park
Toronto Ontario

September 1, 1976.

Members of the Executive, District of Parry Sound Municipal Association

Honourable W. Darcy McKeough, Treasurer of Ontario and Minister of Economics and Intergovernmental Affairs

Heads of Councils in the District of Parry Sound and Chisholm Township

Associations and Residents of Parry Sound District

Honourable Sir; Ladies and Gentlemen:

Final Report and Recommendations-District of Parry Sound Local Government Study

It is with great pleasure that I present to you, on behalf of the Parry Sound Study Group, our final report and recommendations for local government reorganization and planning in the District of Parry Sound, in accordance with the Study Terms of Reference.

It is our sincere hope that these detailed recommendations will be a useful basis for discussions leading to the adoption of a strong municipal system in the District of Parry Sound.

Yours sincerely,

David K. Martin,

Study Officer,
District of Parry Sound
Local Government Study.

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PREFACE

This is the final report of the District of Parry Sound Local Government Study. It contains the final recommendations of the Parry Sound Study Group, an inter-ministry group of Provincial civil servants formed to review local government and planning needs in the District of Parry Sound and to report on them to the Treasurer of Ontario and to the municipalities, groups, and residents in the area.

The opinions and conclusions contained in the report do not necessarily represent the views, intentions, or desires of the Government of Ontario or of any particular municipality or group in the District of Parry Sound. They are the views and recommendations of the Study Group only, presented according to the Study Terms of Reference.

It is the suggestion of the Study Group that these recommendations should form an adequate basis for detailed discussions among municipalities and other groups, and between these local representatives and the Province of Ontario, on the future local government system and municipal planning role in the District. We suggest that the report be read and discussed by all concerned. Written briefs and submissions commenting on this Report should be directed to:

The Honourable W. Darcy McKeough,
Treasurer of Ontario and Minister
of Economics and Intergovernmental Affairs,
The Frost Building South,
Queen's Park,
Toronto, Ontario.



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CHAPTER I

BACKGROUND

TO THE

STUDY RECOMMENDATIONS



SECTION A

BACKGROUND TO THE STUDY

The District of Parry Sound Local Government Study was launched in the fall of 1973 when the Province of Ontario responded to a District of Parry Sound Municipal Association resolution requesting a Provincial study of local government and planning in the District of Parry Sound. The Study and this final report of the Study Group reflect local and Provincial concerns with the twin issues of local government reform and planning.

The events leading to the study also reflect these two related areas of public concern. As background information for readers of the final report, we reprint here a section of the Study newsletter <u>Soundings #1</u>, which was delivered to all Parry Sound District homes as a newspaper supplement in April 1974.

"WHY THIS DISTRICT IS LOOKING AT PLANNING AND LOCAL GOVERNMENT"

*Large distances, scattered populations and a need for improved financial and administrative machinery to handle planning problems were the critical factors that resulted in the launching of the District of Parry Sound Local Government Study. The Parry Sound District Municipal Association, long the focus of municipal discussions about the future of the District, had been taking a hard look at the bewildering array of planning problems facing the 54 geographic units (27 of them organized, 27 unorganized) and concluded that an outside appraisal was urgently needed. So in the summer of 1971, it asked the Provincial Government for advice in setting up a district planning program.

"District planning appraisal:

"The Government's response, through the former Department of Municipal Affairs, was to hire a firm of planning consultants with instructions to appraise the District's problems, to propose a planning program, and to assess the cost and time involved in completing that program. The study, called A Planning Program for the District of Parry Sound, An Appraisal, was carried out by Proctor, Redfern, Bousfield, and Bacon. Their report was submitted to the Government in March, 1972.

"On June 14, 1972, several hundred municipal representatives from across the District gathered in Sundridge to climax a series of discussions on the appraisal results. The talks soon centred on the limited financial and administrative ability of the local municipalities, as they were presently organized, to develop and implement planning policies of the scale considered to be necessary. Because of the large number of municipalities and unorganized settlements in the area from Georgian Bay east to Algonquin Park (with a population roughly equal to half the City of North Bay) the idea of having a joint planning board was considered impractical. In fact, the delegates felt that, without larger and stronger municipal units, any planning policies would have to be prepared and implemented by the Province.

"Annexation discussions:

"Since those 1972 discussions, more and more municipal people have been showing an interest in the kind of local government reform that would be required to steer the District into the next century. There was considerable talk, for example, about annexation or consolidations in the areas surrounding Powassan, Magnetawan, Perry Township, Sundridge and, most prominently, the Town of Parry Sound. Residents in the unorganized territory south of Parry Sound - Conger and Cowper townships - and in the

Argyle and Restoule areas along Highway 522 were also interested in looking at the possibilities of incorporation.

"That same year, the Town of Parry Sound and the Townships of Foley and McDougall made application to the Ontario Municipal Board to annex a large portion of the southwest part of the District to create a <u>single</u> municipal unit comprising nine existing municipalities and parts of six unorganized townships. But the applications of the three municipalities were countered by applications from the six municipalities surrounding them. This second series proposed the incorporation of an even larger area - two-thirds of it unorganized - into three municipalities. Both applications were backed by detailed planning studies prepared by consulting firms.

"OMB hearings:

"After hearings in July and October of 1972, the Ontario Municipal Board dismissed the first application on the grounds that:

". . . Where there was to be extensive restructuring of local government, such as these applications involve, it should be preferable, to say the least, that it should be by an act of the Legislature rather than by an order of the Board."

Hearings on the second application, held in April and July of 1973, brought criticisms from participants and from representatives of District associations about the lack of information and objective discussion throughout the OMB proceedings.

"Meanwhile, discussions between the Ministry of Treasury,
Economics and Intergovernmental Affairs and the municipalities
were producing a consensus that planning and local government

should be addressed as complementary issues.

"At the spring 1973 meeting of the District of Parry Sound Municipal Association, Don Irvine, Parliamentary Assistant to the Treasurer, stated his view that "some municipal consolidations may be the best way of carrying out planning and other programs needed in this area." At the same meeting, the association passed this resolution:

"That the Parry Sound Municipal Association request the Province to do a study of administrative units in the District of Parry Sound in conjunction with the Official Plan. This study to be done in cooperation with the people of Parry Sound District and at the expense of the Provincial Government."

"On August 23, 1973, at meetings in Foley and South River,
Mr. Irvine noted in a statement that "there exist better
ways to examine the implications of annexation and
amalgamation." "The hearing procedure and the courtroom
atmosphere", he said, "are not very conducive to an informed
and rational discussion concerning the future of local
government in your area. There is no question in my mind
that local government reform must be achieved in an open
environment with a frank and extensive discussion of the
alternatives." It was at these meetings that he announced
the Government's decision to proceed with a study of local
government organization and planning for the District of
Parry Sound."

SECTION B

CONDUCT OF THE STUDY

Following Mr. Irvine's August 1974 announcement the first order of business was the establishment of a study organization. Mr. Irvine proposed in his statement the formation of area committees to provide a focus for local discussion and input from the many municipal and unorganized areas in the District. At a meeting in Magnetawan in September 1973, municipal and local roads boards representatives chose 6 areas across the District. A representative (usually the reeve or mayor) was appointed by each council. Six public meetings were held in unorganized territory to which all permanent residents were invited to elect a local representative from each township or community. Later in the study, representation from cottage associations was invited and, in the Georgian Bay area, the substantial cottage interests were represented by a committee of the Georgian Bay Association. The first organizational meeting of each area study committee was held in November 1973.

At the same time, an inter-ministry Study Group was being formed, coordinated by the Local Government Organization Branch of the Ministry of Treasury, Economics and Intergovernmental Affairs. Initial group members included David Martin of that branch, Jim Barker of the Ministry of Natural Resources (Algonquin Region, Huntsville), Krys Sowa and Fred Hill of the Ministry of Treasury, Economics and Intergovernmental Affairs, and Ron Foy of the Ministry of Housing (Sudbury office).

Career moves later took Mr. Foy and Mr. Hill out of the area and the Study Group now consists of Messrs. Martin, Barker, and Sowa, who is now with the Ministry of Housing in Sudbury. Technical assistance has been provided by staff of the three ministries and by contract staff hired for the study's 1974 and 1975 District-based activities.

The Terms of reference for the study were drafted and approved in early 1974 and were published in Soundings #1 in April 1974. The three categories of study activities specified in the study Terms of Reference -- liaison and consultation, local government, and planning -- are a convenient method of summarizing the study's procedure and activities that led to the writing of this final report.

Liaison and Consultation:

The Study Group has considered the area committees as the most important method of communication with and between the municipalities and unorganized areas on all aspects of the Study. The Study Group arranged and publicized the committee's meetings, almost all of which were open to the public. Meetings within each committee area (shown in Soundings #1) were held in November 1973, January 1974, August 1974, and January 1975. In addition, area committee members and the public were invited to six public meetings in May and June 1974 during the preparation of the planning status report undertaken by Proctor and Redfern Ltd, Analysis of Planning Issues, Problems and Needs in the District of Parry Sound. There were approximately 35 public area committee meetings in all. The early meetings mainly discussed the study's activities and existing area problems, while the January 1975 meetings discussed a series of boundary and planning structure proposals presented by the Study Group.

Throughout the Study, the municipalities and groups involved in the study and the District were encouraged to use the committees as focal points of discussing and preparing briefs on the possibilities of local government and planning reform. The area committees were encouraged to meet themselves (the public meetings were arranged by the Study Officer). Although others may have done so, the Study Group is aware only of extra meetings by the East area committee (in the South River and Sundridge area), the West area committee (in the McKellar to Ardbeg area), and the unorganized area representatives of the Northeast area committee. Overall local coordination and input to the Study Group and the Province was assigned to the District Municipal Advisory Committee, comprising the chairmen selected by each area committee. However, it met only when the Study Group called a meeting.

After the January 1975 area meetings at which alternative forms of organization and boundaries were discussed, the area committees ceased to become very active. A number of reasons may have caused this. First, the Study Group and staff were deep into land use mapping, resource and other surveys, and the evaluation of data for eventual publication in the Research Report (published in April 1976). This work was largely in response to the area committees' desire for detailed information before they could reach their own conclusions. The enormity of the project became clearer as this work (done out of the Sunaridge local office) proceeded. Second, a number of municipalities voted in new councils (including heads of councils) in the December 1974 municipal election, bringing some municipal representatives into the study process who were not as familiar as previous members were with the work of the study. Third, in the unorganized areas in particular, local or area-wide cottage and ratepayers associations become more and more interested in the possible recommendations of the study and became more directly involved than the area committees were. On the Georgian Bay, for example, the Georgian Bay Association, a federation of cottagers associations

representing seasonal residents from Honey Harbour to the French River, appointed a committee — to liaise directly with the Study Group, an arrangement beneficial to the Georgian Bay Association and to the Study Group. A report prepared for the Sans Souci Association and the Georgian Bay Association by Norman Pearson proposed the incorporation of a Georgian Bay Archipelago municipality. The report formed the basis for public and Study Group/Georgian Bay Committee discussions. In the Ahmic Lake area, on June 1974 a brief from the Neighick-Croft Area Association and supported by the Ahmic Lake Association, Magnetawan Village, and Chapman Township, proposed a Magnetawan-centred township — a position that hasn't changed in the two years since it was presented.

In March 1975, public meetings were held in Pointe au Baril and Port Loring to discuss proposed Provincial legislation concerning isolated northern communities (Bill 102, The Northern Communities Act). These discussions also did not really fit into the level of discussion apparently preferred by the area committees.

The Study Group used a number of methods to inform the <u>public</u> and encourage their involvement in the Study. Area committee meetings were open and publicized. Soundings #1 was distributed through the local newspapers and produced a mailing list of groups and individuals that the Study Group has used and added to throughout. Between July 1974 and July 1975, the Study Officer and his staff worked out of a local office in the Sundridge and District Medical Centre, both to encourage municipalities, groups, and residents to arrange meetings or to drop in and to facilitate the local mapping and research activities. A free-calling service was established for Parry Sound District residents to the Toronto office of the study and later to the Sundridge office.

Throughout the Study, the Study Officer made himself available to speak at local meetings. Discussions on the

local government study were held with local ratepayers' associations at 12 annual or special meetings (Georgian Bay, Neighick-Croft Area, Humphrey Ratepayers, Lake Bernard, Bear Lake, Proudfoot Township). The Study Officer also spoke at service club meetings, three municipally-sponsored meetings, and six meetings of the District Municipal Association. Numerous phone calls and letters were received from individuals and group representatives.

Early in the Study, the Study Group established contact with the school and library systems, area-wide special-purpose agencies, and the local media. All have received study newsletters, notices and publications.

A very important part of the study procedure has been the <u>liasion</u> with other Provincial agencies and <u>ministries</u>. Information contacts established early in all ministries and agencies provided considerable information unavailable to the municipalities or the three ministries represented on the Study Group. The volume of information presented in the <u>Research Report</u> and the <u>District Atlas</u> reflects this assistance.

Review and Report on Local Government:

The study Terms of Reference instructed the Study Group to investigate "the structure, organization, financing, methods of operation, functions, and responsibilities of all the municipalities and local and inter-municipal special-purpose bodies" and "the characteristics and administration of local services in all unorganized territory."

The Study Group paid particular attention to municipal authority versus special-purpose organizations, the role of the Province in municipal and unorganized areas, and the future requirements for a strong municipal role in

environmental protection, economic development, and land use plan enforcement. Sources of information included: the area committees, municipal clerk-treasurers, local and area-wide board administrators; financial and assessment information from the Ministries of Revenue and TEIGA; questionnaires from the municipal officials and residents; briefs and letters from a variety of groups and individuals; and information filed with the Ontario Municipal Board as exhibits in the Parry Sound-centred annexation proceedings. Much of this information was condensed and published in the Research Report, to provide a single and up-to-date basis for discussion by all participants of these final recommendations and the detailed discussions that will be required in the future.

In meetings with the area committees and other groups, we emphasized, as does the Research Report, that recommendations on local government reform must be considered in direct relation to the present economic and social realities or "communities of interest" in the District. The District Atlas shows cartographically the important factors of population location, accessibility, land tenure, and administration areas (e.g., public school districts) that govern and are governed by daily interaction patterns in the District. This final report contains the detailed analysis and recommendations on boundaries, functions, organization, and financial implications that should be among the subjects discussed in the future.

Review and Report on Planning:

The planning activities of the Study Group were defined in the study Terms of Reference. Throughout the Study, but especially in its first stage, there was considerable confusion about the purpose and possibilities of the study. Events leading to the initiation of the study, and Mr. Irvine's August 1973 announcement itself, had made it clear that a study of the municipal institutions in the District was required before a municipal planning and

(especially) implementation program could be undertaken. That is, the structure of competing, separate municipal and unorganized units needed to be improved before area-wide or District-wide official plans could be prepared or implemented.

Yet, in the Municipal Association resolution of April 1973 and throughout the study, references were made to the preparation of an Official Plan. In fact, the dual purposes of the study were to prepare recommendations for the municipalities and the Province concerning local government structure, and to prepare all the basic information required to assist the local planning process once there was a municipal structure in place that could develop and implement co-ordinated land use and development policies. The Study Group does not have the responsibility or the legal authority to propose official plans for municipalities.

By far the largest portion of the Study Group's time and energies were spent on planning and mapping activities. Student and contract staff were engaged primarily to collect, map, and analyze a variety of data that were mapped and filed. Among the mapping activities undertaken were: - existing land use and housing maps for each township, on a scale of four inches to the mile (1:15,840) (these are available for municipal use)

- the scribing of a new 1" = 2 miles base map of the District, used as a base for the thematic maps found in the District Atlas (reduced to 1" = 4 miles)
- the collection and preparation of maps showing population, land and resource capability, transportation routes, commercial tourism facilities, among other (all reduced for the Atlas)

Very early in 1974, the Study Group recognized the need for up-to-date, expert, and impartial advice on planning needs in the District, as a vehicle for public and Provincial discussion. The consulting firm of Proctor and Redfern Ltd. which had prepared the 1972 Planning Appraisal, began the task in the spring of 1974. They submitted their report in July 1974, entitled Analysis of Planning Issues, Problems and Needs in the District of Parry Sound. The report—which judging from the reaction it created was an excellent analysis— was equally critical of a weak municipal system and an uncoordinated Provincial system. It proposed a series of planning and structural reforms, the most important of all being the creation of a strong municipal system in the District:

"It is evident from this paper that if there is to be any likelihood of the planning requirements being met by local organizations, major changes in the municipal structure will be required. The question that needs to be discussed now is not whether restructuring will take place, but how.

"The urgency of the need for long range planning in the District is recognized by a substantial number of residents, taxpayers and officials. This general consensus was apparent from the local meetings and submissions and discussions with officials. The form of the planning and its supporting structure must be determined in relation to municipal reorganization. Unless the planning and administration are to be carried almost entirely at the provincial level it is necessary that there be strong local units of government capable of sustaining the staff, budgets, decision making and consequences of what is a complex and sophisticated process." (p. 69-70)

The study staff collected reports and files on many topics and conducted surveys of its own, on such topics as building and subdivision activity, tourist accommodation, population trends, environmental problems, assessment, manufacturing, and highway construction programs. All this information will be available to future joint planning boards and new municipalities, when established, for the preparation of general and detailed planning and development strategies. The Research Report and District Atlas summarize the information in as much detail as possible.

Provincial-level coordination is a key requirement of adequate planning and development in the District, a fact recognized in the recommendations in this report. In Feburary and May 1975 the Study Group convened two planning workshops in Sundridge to bring together representatives of the many Provincial ministries and agencies from their different regions or districts serving Parry Sound District to discuss Provincial follow-up on the Proctor and Redfern analysis and to discuss the requirements for planning and local government reform in the Study Area. In addition, the Study Officer participated in the Hwy. 11 route selection studies and discussions of Provincial financing of the Carling Industrial Park.

Section E of Chapter II in this final report contains and explains a series of recommendations meant to improve the existing municipal and Provincial planning system in the District. It recognizes the need for special attention to plan implementation by the municipalities, to Provincial coordination and assistance, and to special considerations in the planning of the Georgian Bay Archipelago and the present and future unorganized territory.

SECTION C

CRITERIA FOR LOCAL GOVERNMENT

In 1965, the Select Committee on The Municipal Act and Related Acts (the Beckett Committee) recommended in its fourth and final report that the entire province of Ontario be divided into "larger units of local government, designated as 'regional' . . . with suitable boundaries having consideration to population, assessment, bgical planning areas, watersheds, and economic and social conditions". (p. 185) The Ontario Committee on Taxation (the Smith Committee), which reported in 1967, was a second major step in the consideration of local and county-level local government reform in Ontario. The concluding chapter of Volume 2 of this report (Chapter 23, "Reconciling Structure with Finance") outlined interest in local government reform to 1967, identified criteria for such reform, and suggested a scheme of metropolitan, urbanizing, county, and district regions.

Two prime values for local government are access and service. Access was defined by the Smith Committee as "the most widespread participation possible on the part of all or virtually all individual citizens". (p. 503) Access is related inversely to size: that is, the local government small enough for all citizens to participate directly -- the town meeting government -- is the one most likely to have the best access.

Service is inversely related to access. The Smith Committee defined service as "not only the economical discharge of public functions, but the achievement of technical adequacy in dealing with public needs and desires". (p. 503)

Access and service almost by definition come into conflict. Maximum access would require autonomous government by each block or rural area so that all could participate but would prevent economy and efficiency in undertaking the necessary work. On the other hand, if service were at a maximum each separate function of government would have its own territory, exactly the right area to be most efficient. With so many different and conflicting service areas, a confused public, a lack of priority setting and no accountability would be the result. The conflict was put very well by Donald Paterson in his final report of the Muskoka District Local Government Review:

"Under these conditions the criteria for the scale of government should require that on the one hand it be small enough for the elected representatives to know well the area they represent, and for the electors to know their representatives, and be able to communicate with them readily by telephone, and travel to council meetings and the municipal offices within a reasonable time; and that on the other hand it be large enough to be capable of handling area-wide problems, to employ staff specially trained for the various functions, and to use efficient equipment close to its capacity."

In much of Ontario outside the major urban centres there have been few major changes in the basic pattern of municipal boundaries established in the 1850's and 1860's. We noted in the Research Report that in Parry Sound District the only significant change since the townships, towns, and villages were first incorporated (between 1866 when Foley, Humphrey, and McDougall incorporated and Rosseau's incorporation

in 1926) was the recent annexation of Gurd geographic township by Nipissing Township. Access has increased greatly in the populated parts of the District since the 1860's, with better roads and the development of the automobile, newspapers and mail service, and telephones. (Residents within the Emsdale exchange may have reason to dispute this last statement.)

The lack of change in municipal boundaries and responsibilities has in fact meant that access is now required to the larger centres providing area-wide or region-wide services. The need for service has seen the creation of new and larger local organizations to deliver such services as public health, welfare, homes for the aged, and education and, in some cases, arena and library management. Assessment and the administration of justice have become Provincial functions largely for the reasons of better and more equitable service. The Research Report showed that this fragmentation of activity and accountability is quite evident in the District of Parry Sound.

We would agree in general that the following statement by one observer of the British municipal scene applies also to the local government system in Parry Sound District:

"The area within which we shape our activities at present derive, I hold, from the needs and conditions of a past order of things . . . They have been patched and repaired first to meet this urgent specific necessity and then that, and never with any comprehensive anticipation of coming needs, and at last they have become absolutely impossible.. These local government areas of today represent for the most part what were once distinctly organized and individualized communities, complete minor economic systems, and they preserve a tradition of what was once administrative convenience and economy. Today, I submit they do not represent communities at all and they become more wasteful and more inconvenient with every fresh change in economic necessity." (quoted in Smith Committee Report, P. 505).

Amazingly, this was written by the well-known British writer, H. G. Wells, describing the British municipal situation around the turn of this century.

The Smith Committee proposed that five criteria be used in delineating regions. All of these were adopted by the Provincial Government and were repeated in the Minister of Municipal Affairs' statement to the Legislature in December 1968 (known as Design for Development Phase 2). Some of these are applicable to any local government reform.

- A region should exhibit a sense of community identity based on sociological characteristics, economics, geography, and history;
- A region should have a balance of interests so that no one group or interest can completely dominate the region;
- 3. There must be a financial base adequate to carry out regional programs at a satisfactory level;
- 4. The region should be large enough so that local responsibilities can be performed efficiently by taking advantage of economies of scale;
- 5. Regional boundaries should facilitate maximum inter-regional co-operation.

Three additional criteria were adopted for the formation of regional governments. Two of these apply to local reform as well:

- 6. Community participation and, where possible, community acceptance of reform;
- 7. Boundaries should be usable by other entities, especially the Provincial Government and education bodies.

Much of the argument and discussion about local government reform, whether at the lower-tier only in the case of this study or county or regional as well as local, involves the question of size. Most of the general criteria for the Design for Development program involved some notion of balancing the various implications of size. But there are other criteria as well that should be specified.

The Study Group offers the following suggested criteria for assessing present and proposed municipalities in Parry Sound District in the categories of size, boundaries, functions and organization.

We emphasize again that many of these conflict and that all are not possible of being satisfied completely. The reader might refer to this list again when reading the detailed recommendations in Chapter Two of this final report on boundaries (Section B) and functions (Sections C,D, and E).

General Criteria for Local Government

Size:

- A local municipality should be large enough to
 - perform local responsibilities and provide local services in an efficient manner
 - offer full-time service to residents
 - employ sufficient full-time staff to meet local needs
 - have effective representation on area-wide boards
 - have an adequate financial base to carry out basic and specialized programs on a satisfactory level
- A local municipality should be of a population and physical size to
 - enable convenient access for all citizens
 - enable prompt service by municipal staff

Boundaries:

- Boundaries should be defined to establish a municipality that
 - has a sense of community identity
 - has similar physical, historical, and socio-economic characteristics
 - is based on present accessibility patterns (e.g., road networks)
 - reflects the area of influence of an urban centre or centres, indicated by development and population patterns; shopping, work, and school commuting; and communications
- Municipal boundaries should be able to be used to define administrative and representation areas (wards) for area-wide and Provincial bodies
- Boundaries should follow lines of little contact or development (e.g., swampy or inaccessible areas; Provincial parks and Indian Reserves) and should not split communities or follow roads

Functions:

- A local municipality should be able to perform all local functions required by legislation and those within its legal ability to meet local needs
- A local municipality should be able to assume functions and services performed by area-wide or Provincial agencies that are more appropriately municipal and local in type
- A local municipality should have sufficient qualified staff to provide the necessary expertise and advice for council.

Organization:

• The elected municipal council is the appropriate body for the development of policies, plans, and programs and for making decisions on the use of all municipal resources and responsibilities

- A municipality's council, staff, and programs should be organized to give efficient and responsive service and to make it clear to the citizens who is responsible and accountable for making decisions.
- Special-purpose bodies separate from the municipal council should be empowered to administer services only when the financial and policy decisions are made by the elected council
- Meetings and discussions of an elected municipal council should be open to the public and should encourage public participation in and understanding of municipal affairs.

SECTION D

ALTERNATIVE METHODS OF ORGANIZATION

A number of different methods of municipal organization can be discussed and analysed for the District of Parry Sound. Most have precedents elsewhere in Ontario. These are listed beside each for identification purposes only. These alternatives have been discussed at various times and in various reports in the past. They and some variations of them were discussed with some pros and cons in the first Study Report, An Analysis of Planning Issues, Problems and Needs in the District of Parry Sound, prepared by Proctor and Redfern in 1974. Some of them have received considerable analysis by the Study Group, others very little.

Readers are invited to judge each general alternative against his or her knowledge of the Study Area and the criteria listed in the previous section and then to compare conclusions with the Study Group's final recommendations. The degree of change from the status quo is greater towards the bottom of the list:

- 1. Status Quo District: Many local municipalities and separate area-wide special purpose bodies.
 - e.g., Parry Sound District, Nipissing District.
- 2. <u>District with local consolidations</u>: Larger local municipalities; no change in area-wide bodies.
 - e.g., Cochrane District (large Timmins City and consolidated Black River-Matheson both established in 1973; other smaller local municipalities).

- 3. County System: System with (a) local municipalities either numerous and separate (e.g. Simcoe County)

 or consolidated into fewer, larger units (e.g. restructured County of Oxford) and (b) some powers at upper level with county council (e.g. arterial roads, welfare, homes for aged).
- 4. Regional Government ("Strong County"): Local consolidations and strong upper level which is responsible for water and sewers, planning, arterial roads, social services, capital financing, and sometimes police.
 - e.g., Muskoka, Sudbury Region.
- 5. <u>Dismantling of District</u>: Division of District into several parts, joining them with regions or cities based on Sudbury, Muskoka, and North Bay (with or without local consolidations).
 - e.g., proposed regions in the 1967 Smith Committee Report (never implemented).

Before proceeding with detailed discussion, a note on unorganized territories may be useful. At present (Alternative 1), more half the area and one-sixth of the population in the Study Area is "unorganized", meaning unincorporated for municipal purposes. Alternative 2 could involve incorporation of some or all of the present 28 geographic townships. Alternatives 3, 4, and 5 involve incorporation of all territory within the one or more upper-level elected authorities being considered.

Status Quo District:

The basic municipal system by which Parry Sound District and much of Ontario is governed was largely developed in the mid-1800's. Municipal township units in the District were established in the 8th and 9th decades of that century while urban municipalities were created out of the incorporated townships in the early 1900's. Since then little has changed in these basic boundaries.

Industrial development, the automobile, and now the age of leisure have come. They have brought with them increasing accessibility, environmental conflicts, tourism, and heavy migration from the District and other rural areas to the urban centres of Ontario. Increased service demands have been satisfied in part through the creation of special organizations for providing better health, education, social welfare, justice, and resource planning. All these and many other Provincial functions have been layered over the basic municipal system. The elected municipal level now has fewer controls and relative demands on the total package of services and dollars spent in the public domain then at any previous time in its history. Accordingly, local citizens have through their direct elected system less and less control of the total number of decisions affecting public policy and resources at the local level.

Put in its simplest form, the District of Parry Sound
Local Government Study has been an investigation into the
changes that are taking place in the population, economy,
land use, and intergovernmental relations in the Study Area.
Its main conclusion is that the status quo municipal system
has not kept up to date with these changes and must be
modified in order to remain a strong force in the process of
finding group solutions to growing challenges in the years ahead.

District with Local Consolidations:

The present municipal system can be strengthened by combining existing separate municipalities and appropriate neighbouring unorganized townships into larger and more meaningful municipalities. In many areas in Parry Sound District and elsewhere, the existing township or urban municipality boundary does not reflect the area of influence of the urban or rural centres or the community of interest of its residents. The criteria of sufficient size for adequate area coverage, economies of scale, and full-time staff assistance are not easily met by municipalities covering a single geographic township or a confined urban area only.

This alternative maintains a system characterized by a set of multi-purpose municipalities at the local level without adding a general-purpose upper level. No major changes need be made in the structure of existing appointed inter-municipal bodies, although the method of representation will obviously change with larger local municipalities being created. Minor boundary adjustments are likely.

Most discussions of municipal structure change in Parry Sound District have leaned to this alternative of expanded local municipalities, including the incorporation of some unorganized territory. Preliminary discussions in the Powassan and Magnetawan areas and the series of applications to the Ontario Municipal Board in the Parry Sound-centred area all considered larger lower-tier municipalities. In fact, the only basic municipal change in the last 60 years was the formation in 1969 of a composite Township of Nipissing from the annexation of Gurd geographic township by the existing organized Township of Nipissing.

There are many examples of composite townships or other large, single-tier municipalities in northeastern Ontario. These include: The Spanish River Township and Cosby, Mason, and Martland in Sudbury District; Black River-Matheson Township and the Town of Iroquois Falls in Cochrane District; and the mining municipalities of Temagami, Elliot Lake, Matachewan, and Michipicoten (Wawa). All of these have jurisdiction over at least three geographic townships and the urban centres within their boundaries. Timmins is one of the largest cities in the world, occupying 34 geographic townships in Cochrane and Timiskaming Districts, and has a population of 44,000 people--urban, suburban, and rural.

Examples of large township municipalities in central and eastern Ontario counties include: Dysart et. al. (9 geographic townships centred on Haliburton village) and Anson, Hindon, and Minden, both in Haliburton County; 8 composite townships in Renfrew County; and three 2-township municipalities in the rural and recreational northern section of Peterborough County.

Some of these consolidated municipalities are unchanged since incorporation, although most (especially in northern Ontario) have been enlarged by annexation and amalgamation. Most of these large municipalities include both urban and rural areas.

All district and regional municipalities created since 1969 have as their lower-tier components "area municipalities" formed by consolidating townships with their villages and towns. Examples close at hand include Huntsville (formed from a town, a village, and 4 townships), Georgian Bay Township (a township municipality and two geographic townships), and Walden in Sudbury Region (from a town, two townships, three complete geographic townships and parts of 6 other townships). While many responsibilities are undertaken at the upper level, the lower-tier municipalities were expanded in order to provide more effective local services and stronger representation on

such area-wide matters as social services, planning, and arterial roads.

Consolidated local municipalities in a single-tier (district) municipal system should be designed to be large enough to assume all the functions that are possible and logical at the municipal level. But they must also be small enough in population and size to provide reasonable access and availability to local services and must reflect present socio-economic patterns. In 1968 a report entitled Georgian Bay Regional Plan 1968-1972 was prepared by Norman Pearson for the then Georgian Bay Regional Development Council, an advisory body for the counties of Bruce, Simcoe, and Grey and the districts of Muskoka and Parry Sound. The report proposed that consolidation of local administration and administrative units be studied further and suggested that organized municipalities and unorganized townships in Parry Sound District be grouped into three (3) units: north Parry Sound, west Parry Sound, and south Parry Sound (pages 160-162). These are considerably larger than any municipal units proposed before or since, each one consisting of between 15 and 20 present municipalities and unorganized townships. Units of this size would be too large for local access and convenient administration of local services but would be too small for the administration of such area-wide programs as public health, welfare, homes for the aged, and land use planning.

The Study Group's studies and deliberations have concentrated on the area, functions, and resources for possible consolidated municipalities. We have selected this alternative for our recommendations on local government structure in Parry Sound District. We would suggest that a system of consolidated municipalities is probably the best alternative for much of the rest of northern Ontario as well.

County System:

A further modification on the present system in Parry Sound District would be the creation of a multi-purpose municipal authority at the upper level—a county council and county administration. Local municipalities would continue in their present state or, preferably, be amalgamated into efficient—sized units.

Each of the present 26 counties in Ontario has a number of required functions and the capacity -- largely unrealized in most counties -- to provide others as well. County councils, comprised of representatives from each lower-tier municipality, generally have authority for county roads, family welfare, and homes for the aged. They are generally the spatial units for Children's Aid Society, public health, and education boards although no more so than in Parry Sound District or other Districts in northern Ontario since these organizations are separate from the municipal structure (as they are everywhere in Ontario). Counties are also commonly judicial and administrative units for the Province of Ontario. Some counties have added other functions to the basic three, including planning, public housing, and county library or museum organizations. However, counties are generally considered to be weak upper-tier systems. worth noting that no counties include unorganized territory, which is restricted to northern Ontario only.

The reader will note that the basic county system has similarities to the Parry Sound District system. In Parry Sound District, welfare, health, and homes for the aged are upper-tier functions, although they are administered by separate inter-municipal appointed bodies rather than by one general-purpose, upper-tier body (the County Council). The major departure in terms of level of function is the administration of roads by county councils. Such Provincial secondary highways in Parry Sound District as Nos. 518, 520, 529, 534, 559, 654 and perhaps Nos. 522 and 124 would likely be county roads if Parry Sound District were a county. A number of counties still have a large number of secondary

highways in their less developed portions, a matter of considerable local and Provincial debate.

The county system is generally considered to be out-of-date. The major challenges to municipal government in southern Ontario have been on issues and problems that are area-wide (at least county-wide) in nature: land use planning and development, solid waste disposal, sewer and water expansions, transit, etc. The Regional Government Program and its successor, the County Restructuring Studies Program, have encouraged the examination of all county systems in Ontario. To date, 12 former counties are now within 9 strong upper-tier or regional municipal systems. (Haldimand and Norfolk Counties, most of Durham and Ontario Counties, and Lincoln and Welland Counties were each combined into one regional municipality.) County restructuring studies must be initiated by counties and cities or separated towns within county areas and have been undertaken in 12 of the remaining 26 counties. Final reports have been issued for Essex, Kent, Northumberland, Bruce, and Victoria Counties. All of these reports have identified the need for stronger county organizations, more county-level functions, and clearer representation of the lower-tier councils on the county council.

We would observe that a county system for the Parry Sound District is premature and probably unnecessary. Certainly the establishment of a "county road system" -- including municipal assumption of financial, legal, and staff requirements for what are now "free" Provincial highways -- would be a costly undertaking. Good arguments for keeping most of these highways Provincial can be developed -- access to Provincial parks and other facilities, their use by non-residents and even non-Ontarians, and generally lower income levels in Parry Sound District. The coordination of social services at the district or sub-district level is already being attempted in Parry Sound District, albeit in an informal way. Inter-agency coordination at the senior staff level is probably the most effective way of improving the present systems. Stronger municipal representation at the Board level could also assist. Planning is one function that could be performed by a "county

council" in a district. However, the lack of implementing powers at the same level would be more glaring if a county were to be established. The assumption of water, sewers, arterial roads, planning, and debenturing by the upper-tier elected council is mandatory for a restructured county to receive regional grants.

To conclude, the creation of an upper-tier general-purpose municipal body in the District of Parry Sound for welfare, homes for the aged, planning and a few Provincial highways only would not appear to be a viable and realistic alternative acceptable to local municipalities or consistent with Provincial policy.

Regional Government:

Throughout the study the possibility of the establishment of a regional government system in Parry Sound District has been the major issue at local public meetings, in letters and briefs received, and in private and public debate. Throughout the study, the Study Group and other Provincial officials have repeatedly stated that regional government (or "district government" or "regionalization") is totally out of the question as a viable alternative.

When the Honourable Donald Irvine, then Parliamentary Assistant to the Treasurer of Ontario, addressed the District of Parry Sound Municipal Association in April 1973 on the subject of a local government and planning study, he suggested that municipal consolidation and not a regional form of government appeared to be worth considering in detail. The same opinion was expressed to municipal and local leaders in the Powassan and Argyle areas, meeting in the summer of 1973 on possible municipal reform studies. At most of the more than 75 public, council, and group meetings attended by the Study Officer during the course of the study, the issue of regional government was raised by residents. On each occasion

it was promptly dismissed by the Study Group as inappropriate and unnecessary for an area with the population, character, and resources of Parry Sound District.

Nevertheless, the fear of regional government persisted. Planning needs and the necessary inter-municipal organizations for the overall planning of the area were discussed in public meetings in late January 1975. Newspaper coverage of the meetings reported incorrectly that regional government was required to prepare and implement an official plan or official plans for the District. The subject of regional government was also the first question raised in a public meeting in May 1976 in Parry Sound concerning a regional economic strategy for northeastern Ontario.

Soundings #2, the August 1975 newsletter of the study, contained a list of tentative conclusions of the Study Group, including: "the District does not require at this time a District level or county-type government for such municipal purposes as roads, social services, and physical services".

Regional municipal status and regional grants are given to upper-tier municipalities performing these services at the upper-tier or regional level: water and sewers, planning, arterial roads, social services, and capital borrowing. Some also have regional police forces supported by larger Provincial grants than for municipal forces at the local level. Most public works in the District of Parry Sound (mainly waterworks, roads, and community buildings) are of a local nature and could be handled adequately by larger local municipalities. Arterial roads in the District are the Provincially-operated King's and secondary highways. All the major highways (Nos. 11, 69, and 124) largely serve non-local commercial and recreational traffic and would not be considered "district" in nature. Some secondary highways (e.g., No. 592 in Perry Township, No. 644 serving Pointe au Baril, and No. 654 in North Himsworth and Nipissing Townships) might be assumed by capable local municipalities but are also not of the district category. Social services remain as the only functions now being undertaken by a District-level

organization. Education and homes for the aged are actually administered on a half-district basis, leaving only welfare administration as a District-level function.

Accordingly, the primary functions normally undertaken by an upper-tier regional or district council could only be assumed by such a body in the Study Area by the consolidation of present area-wide bodies, the delegation of substantial Provincial authority in roads and sewage works, and the addition of planning at the upper level. All these undertakings combined would be costly and disruptive.

The final point against regional government for Parry Sound District is the lack of a regional identity. All studies and evidence point to the existence of two relatively separate communities, one along Highway 11 in the east and one in the west, centred on the Parry Sound urban area.

Dismantling the District:

The last alternative for area-wide restructuring includes a dismantling of the present territorial district and changes in its present boundaries. Its division among one or more urban-centred, more populous areas was discussed in a number of proposals current in late 1960's and briefly in the recent Proctor and Redfern report for the Study.

In 1967 the Ontario Committee on Taxation (the Smith Committee) proposed a scheme for 22 regional governments throughout Southern Ontario and much of Northern Ontario (Vol. 2, pp. 509-513 of their Report). In their proposals, Parry Sound District was divided among three proposed regions. "Champlain County Region" would comprise most of Simcoe County, all of Muskoka District, and the ten townships in Parry Sound District south of and including Carling, Ferguson, and Hagerman Townships (total population of 160,000 in 1965 and 232,000 in 1975). "Sudbury District Region" would include

southeastern Sudbury District and the nine unorganized townships in Parry Sound District north of and including Shawanaga and East Burpee townships (total population of 140,000 in 1965 and 186,000 in 1975). "Nipissing District Region" would include most of Nipissing District and the other 26 townships in Parry Sound District (total population of 75,000 in 1965 and 89,000 in 1975).

Obviously the Government of Ontario has rejected the scheme proposed by the Smith Committee. Provincial legislation in 1970 and 1971 set up the Muskoka District Municipality and the Sudbury Regional Municipality. Each of these strong upper-tier governments presently occupies approximately one-third the size of the regions proposed for their respective areas by the Smith Committee. Neither overlap into Parry Sound Territorial District.

In his review of local government in Muskoka, done between 1967 and 1969, Donald Paterson examined a number of "larger Muskoka" possibilities that included parts of Parry Sound District. These included: the amalgamation of Muskoka and Parry Sound Districts, excluding the area near North Bay and Sudbury (similar to the present Parry Sound-Muskoka Health Unit's jurisdiction); a Muskoka-Parry Sound-Haliburton Region; and the Parry Sound to Lake Simcoe "Champlain Region" proposed by the Smith Committee. While Paterson observed that "clearly no conclusions can be drawn until the other counties and districts involved have studied the situation and formed opinions", he did state some tentative opinions of his own. He concluded that Simcoe County and Muskoka-Parry Sound had no community of interest:

"It would seem that the most basic question is whether Muskoka-Parry Sound and possibly Haliburton could constitute a vacationland region that would have the economic strength to be viable in the long run, or whether these areas have to be linked with one or more urban growth centres of some significance [Simcoe County] to provide a better and more balanced base for economic growth".

Final Report and Recommendations, (pg. 120).

Some submissions to the Paterson review of Muskoka proposed that the southern or at least southwestern portions of Parry Sound District be added to Muskoka District. The Muskoka Law Association and three existing municipalities proposed that part or all of Humphrey and Conger, as well as Rosseau, be added to Muskoka. Freeman Township proposed that all of Conger be added to Muskoka. Three lake associations (for the Muskoka Lakes, Peninsula Lake, and Lake of Bays) proposed that a portion of Parry Sound District within the Muskoka River drainage system be added to Muskoka District. This includes part or all of each township presently adjoining Muskoka District, from Conger to Bethune township.

The conclusion of the Muskoka District Local Government Review was that a two-tier Muskoka District should be established for the existing Territorial District of Muskoka and the township of Finlayson, then in Nipissing District. This conclusion was supported by the municipalities and the Government and was adopted in legislation in 1970.

The northwest portion of Parry Sound District was considered in the Smith Committee recommendations to be under Sudbury's influence. It has not been viewed as such by Sudbury-area municipalities. The terms of reference for the Sudbury Area Study, undertaken in 1969 and 1970 by J.A. Kennedy, then the Chairman of the Ontario Municipal Board, included geographic townships in Sudbury Territorial District as far south as the French River. However, Kennedy's recommendations for a regional municipal system centred on the City of Sudbury excluded any mention or analysis of municipal needs in the south Sudbury area, let alone of the French River, Britt, and Still River areas in Parry Sound District. Our own studies of shopping, hospital use, school areas, and other factors have shown that despite its closeness to the larger centre of Sudbury, the northwest corner of Parry Sound District appears to share facilities and interests with west Parry Sound and with the French River area but not with Sudbury, as the Smith Committee had contended.

The influence of North Bay on Parry Sound District had not been studied prior to the Parry Sound Study. The North Bay Official Plan and background documents make little mention of the city's influence on employment, shopping and settlement patterns in North Himsworth, South Himsworth, Chisholm, and other nearby areas of Parry Sound and Nipissing Districts. Our studies show that North Bay exerts daily influence on this area for jobs, schooling (secondary and post-secondary), and shopping. The growth of housing and population in the area, especially in North Himsworth Township, is attributable to the vitality and large industrial base of North Bay. North Bay is within relatively easy commuting distance (40 miles) of South River, Restoule, and Mattawa. North Bay government offices, both Federal and Provincial, serve much of Parry Sound District. Many employees of Ontario Northland Railway, North Bay Psychiatric Hospital, and the Dupont plant live in in Parry Sound District. Study Group does not believe, however, that large portions of northeast Parry Sound District should be annexed to the City of North Bay. The Callander area is the only one that was looked at by the Study Group.

In conclusion, changes to the existing boundary of Parry Sound District were contemplated only in the townships of Conger and Humphrey in the southwest, and in North Himsworth in the east. In fact, the Study Group has given more consideration to additions to future Parry Sound municipalities from Nipissing District than it has to deletions from the present District. These additions include Chisholm Township and the western portions of four largely uninhabited townships west of Algonquin Provincial Park -- all in Nipissing District.

The Study Group concludes that the Territorial District of Parry Sound should not be apportioned among neighbouring larger centres or districts and that only minor changes are needed in its present boundary.

Conclusions:

The Study Group rejects the retention of the status quo and recommends the formation of a number of larger and stronger local municipalities to cover most of Parry Sound District and small nearby portions of Nipissing District. In the future, discussion of a county-type system ("weak upper-tier") might be initiated. This would depend on the level of municipal interest in overall district co-ordination of development and land use planning and the social services, some of which are presently provided on a separate basis by separate upper-tier organizations. The Study Group has also rejected the formation of strong upper-tier district or regional government and hopes that this oft-quoted issue will finally be laid to rest in discussions of the future municipal structure of Parry Sound District.

Two methods of satisfying local needs in the remaining unorganized territory are proposed. The Study Group believes that a simple form of municipal organization should be established for the developed areas of Britt and Argyle, tailored to local needs in each case. All local services in the remaining townships and unsurveyed territories should be administered directly by the Province.



CHAPTER II

RE COMMENDATIONS

OF THE STUDY GROUP



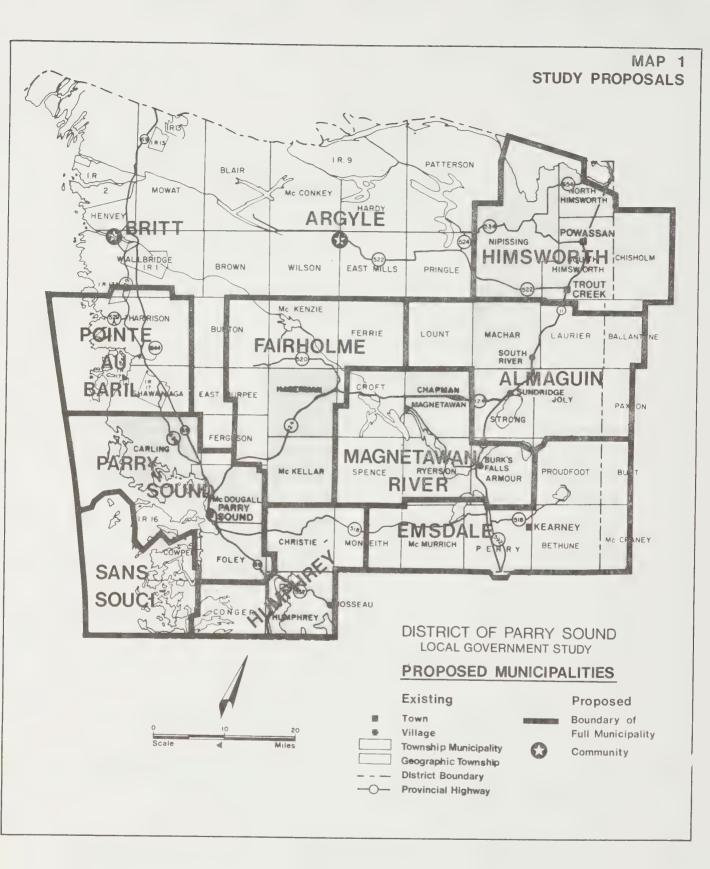
SECTION A

GENERAL RECOMMENDATIONS

CONSOLIDATIONS AT THE LOCAL LEVEL

The Study Group recommends that 11 new municipalities be created in the Study Area by incorporation of present unorganized territory and amalgamation with existing municipalities. Detailed explanations of the Study Group's reasons for recommending these units and boundaries are contained in Section B of this chapter. All but two (Britt and Argyle Communities) should have full municipal status as towns or townships. Consideration should be given to creating simple, multi-purpose, elected authorities in the Britt and Argyle areas. The names used here for each of the eleven proposed municipalities are for convenience and identification only.

- (1) We propose that eleven (11) municipalities be incorporated in the Study Area, consisting of amalgamating existing municipalities and unorganized townships into these 9 full municipalities and two sub-municipal "communities" (proceeding from north-east to north-west):
 - 1. "Himsworth" comprising the present Towns of Powassan and Trout Creek; the Townships of South Himsworth,
 Nipissing, and Chisholm (the last in Nipissing District);
 and all portions of North Himsworth Township except those surrounding Callander Bay.



- 2. "Argyle Community" comprising the developed portions of the four geographic townships in the Argyle area centred on Loring and Port Loring; including the northeast corner of Wilson township, the northwest corner of East Mills township, the southwest corner of Hardy township, and the southeast corner of McConkey township. All are presently unorganized territory.
- 3. "Almaguin" comprising the present Villages of South River and Sundridge; the Townships of Machar, Strong, and Joly; the geographic townships of Lount and Laurier; and the portions of Ballantyne and Paxton geographic townships (in Nipissing District) west of Algonquin Provincial Park.
- 4. "Magnetawan River" comprising the present Villages of Burk's Falls and Magnetawan; the Townships of Armour, Ryerson, and Chapman; the geographic township of Spence; and all but a small portion of the geographic township of Croft.
- 5. "Emsdale" comprising the Town of Kearney; the Townships of Perry and McMurrich; the geographic townships of Bethune, Proudfoot, and Monteith (part); those portions of Butt and McCraney geographic townships (in Nipissing District) west of Algonquin Provincial Park.
- 6. <u>"Fairholme"</u> comprising the Townships of Hagerman and McKellar; the geographic townships of Ferrie and McKenzie; the eastern portions of the geographic townships of Ferguson, East Burpee, and Burton; and a small portion of the geographic township of Croft.
- 7. "Humphrey" comprising the Village of Rosseau; the Townships of Christie and Humphrey; the portion of Conger geographic township east of the proposed Blackstone Harbour Provincial Park; and the west portion of the geographic township of Monteith.

- 8. "Parry Sound" comprising the Town of Parry Sound; the Townships of Foley, McDougall, and Carling; and the western portion of Ferguson geographic township.
- 9. <u>"Sans Souci"</u> comprising the geographic township of Cowper and the western portion of the geographic township of Conger.
- 10. "Pointe au Baril" comprising the geographic townships of Shawanaga and Harrison and the southern portion of Wallbridge geographic township.
- 11. "Britt Community" comprising the developed areas of Henvey and Wallbridge geographic townships, primarily including the hamlets of Britt and Byng Inlet.

 The remaining territory within Parry Sound Territorial District should remain unorganized for municipal purposes.

The municipalities proposed here would have the population and total taxable assessment indicated in Table II-1. The permanent population figure for each proposed municipality is the sum of the 1975 municipal populations (in the 1976 Municipal Directory) and the 1974 assessed permanent population of the unorganized portions (in Table I-3 of the Research Report).

The <u>weighted population</u> is the sum of the 1976 municipal grant populations and a calculated grant population for each unorganized portion. This weighted population includes a "deemed temporary population" calculated from a formula defined in 1976 Ontario Assistance to Local Governments, published with the 1976 Ontario Budget by the Treasurer of Ontario. Details of the formula are contained in our discussion of seasonal representation in this final report (p. 54).

TABLE II-1

PROPOSED MUNICIPALITIES POPULATION AND ASSESSMENT (APPROXIMATE ONLY)

POPULATION

PROPOSED(1) MUNICIPALITY	PERMANENT	WEIGHTED (2) _(GRANT)	1974 EQUALIZED ASSESSMENT (\$'000)
Himsworth	5324	5732	53,552
Argyle Community	761	1023	14,250
Almaguin	3575	4143	58,539
Magnetawan River	2702	3903	62,899
Emsdale	1753	3175	50,090
Fairholme	1084	2266	34,119
Humphrey	1255	2815	53,621
Parry Sound	9422	10,585	124,863
Sans Souci	94	788	20,142
Pointe au Baril	281	1163	23,641
Britt Community	710	724	4,345

⁽¹⁾ See Table II-4 and Map 7 for definition of boundaries

⁽²⁾ See Page 55 for calculation of grant population

The taxable assessment total is the most recent market value assessment figure obtained for each municipality and unorganized portion. With some exceptions (necessary because of the difficulty of estimating assessment in small parts of townships), they were used in the financial impact analysis described in Chapter III of this final report.

Table II-3 later in this report shows population, assessment, and other indicators for each portion of the proposed municipalities.

FUNCTIONS OF LOCAL GOVERNMENT

A clear division of responsibilities among the local, area-wide, and Provincial levels is of very great importance in the operation and delivery of services to area residents and groups. Table II-2 indicates in summary form the various functions now performed by local governments in the Study Area and indicates the body that we recommend be responsible for assuming direct management of that function when reorganization takes place.

The local government needs in the Britt and Argyle areas cannot be met as easily from local resources. The functions that we suggest could be performed by community councils would include local roads, fire protection, and perhaps limited water and community facility management.

- (2) The elected councils of the proposed municipalities should be recognized as the most important general-purpose public bodies at the local level in the Study Area.
- (3) While local advisory or management boards may be appointed by individual enlarged municipalities, primary financial and decision-making authority must rest with each elected council.
- (4) Only those functions not able to be provided on a single municipality basis should be assumed by joint inter-municipal appointed bodies or, where necessary, by separately elected boards (education) or private bodies (hospital boards and Children's Aid Society).
- (5) The only new inter-municipal bodies required or proposed are a West Parry Sound and an East Parry Sound Joint Planning Board.

SUGGESTED DIVISION OF FUNCTIONS

FUNCTION	LOCAL AREA-WI Council Board BOARD D. = Di	
Administration, Finance and co-ordination	Х	
Public works: roads, sidewalks, water, sewers, garbage collection and disposal	X	
Electricity*	Hydro Electric Commission	
Planning and Development: - General policies - Severances - Detailed planning - Zoning - Minor variances to zoning by-laws - Economic promotion - Building and other inspections	Воа	nt anning ards (2)
Protection: - Fire - Police** - By-law enforcement	X X X	
<pre>Community Facilities: - Libraries, arenas, parks, museums, cemeteries</pre>	X or X	
Recreation	x or x	
Social Services: - Education - Family and child welfare - Public health - Homes for the aged - Day nurseries - Hospitals - Medical centres	Education (2 D. Social So D. health w B. of manage X Hospital box	ervices nits (3) ement (2)

KEY: X Municipal and Community Councils (or local boards)

- X Full municipality only (not Britt or Argyle)
- * Only where a municipal utility exists (study required)
- ** Only in proposed Parry Sound; OPP elsewhere

SPECIAL-PURPOSE BODIES

The Research Report listed and described a large number of local, inter-municipal, and area-wide special-purpose boards, commissions, and authorities in the Study Area. The study has identified 60 local bodies, 13 inter-municipal bodies, 24 local roads boards, three statute labour boards, and 9 area-wide social service boards.

For a number of reasons, the Study Group recommends that most of these remain separate from council. Separate bodies are required by Province-wide legislation (for example, for boards of education, health units, hydro utilities, libraries) especially where they manage a definite set of facilities or programs. Others, like recreation committees and arena boards, are optional but are encouraged by Provincial ministries and themselves encourage participation of volunteers interested in just one particular public service. Legislation for Parry Sound District and other Northern Ontario districts (except Northern cities) requires that separate joint boards be appointed for homes for the aged and welfare administration, rather than their direct operation by council as in southern Ontario and in all cities.

We do not recommend the creation of any new special-purpose boards except for the necessary and important function of joint planning. In some cases we recommend a reduction in functions, and the consolidation into one body of several similar boards present in different parts of a proposed larger municipality. In all cases we recommend that closer liaison be encouraged between appointed boards and their appointing councils and with each other.

We feel that some functions now performed by separate boards are of such importance to a municipality, its future development, and its residents that they should be directly controlled by council and therefore subject to direct accountability to the people. These include local planning and water and sewer services. (In the absence of a directly elected upper-tier, we recommend the establishment of two area-wide joint planning boards for general economic and land-use planning). The functions of local planning boards and public utilities commissions for water and sewer (not electricity) should be assumed by council, with citizen representation on advisory committees where appropriate and needed. In addition, local roads in the unorganized portions of proposed municipalities should be assumed by municipal roads departments and not by a separate local roads board or statute labour board. These minor reforms have been accomplished in most restructured municipalities of the Province, including the regional municipalities, Oxford (Restructured) County, Muskoka District, and the City of Timmins.

We would recommend that where, in the future, responsibilities now assumed by the Province or some other level of government are considered for delegation to the local municipal level, in all cases this delegation be to the elected councils of municipalities rather than to new or existing special-purpose boards.

Our recommendations with regard to larger municipal units will have some impact on all special-purpose bodies, especially those area-wide boards responsible for social services programs. Accordingly, the appropriate section below discussing each individual function makes mention of such changes as boundaries, internal wards, representation, and liaison with municipal councils and other agencies.

(6) The following local and area-wide functions should continue to be assumed by special-purpose appointed authorities (elected exceptions noted) separate from the individual municipal councils (one in each municipality):

Local - electricity (elected commissions)
- management of community facilities
(arenas, libraries, recreation,
cemeteries, museums, etc.)

Area-Wide - education (elected boards)

- family and child welfare
- homes for the aged
- public health
- joint planning
- (7) The following local special-purpose bodies should be dissolved and their functions assumed directly by council, with citizen advisory committees where appropriate(*):
 - Public Utilities (water and sewer only)
 - •Planning Boards* and committees of adjustment
 - Local roads and statute labour boards
 - Industrial Park Board*

REPRESENTATION

The method and level of political representation that citizens have is of fundamental importance in all political institutions but is especially critical at the local level. Five issues are considered important and are discussed here:

- Size of elected council (level of representation)
- Selection of council head
- Protection of local access (by ward systems)
- Weighting for seasonal population
- Municipal representation on area-wide boards

(1) Size of Council:

The number of elected representatives in each proposed municipality would depend on its area, population, and assessment; on community patterns; and on the number of municipal functions. In most cases of restructuring, the final decision is left to the present municipalities. The present towns have 6 councillors and a mayor; villages and townships have 4 councillors and a reeve. In restructured areas with similar geography and population patterns, council size varies. Towns such as Bracebridge, Huntsville, and Gravenhurst in Muskoka District each have 8 councillors and a mayor although many local government functions are handled by the District Council, appointed from the area councils.

All but two of the full municipalities proposed in this report each consist of four or more existing municipalities or unorganized townships. The three in the east and northeast each consist of five existing municipalities and up to two full geographic townships. It is suggested that a workable

council might range in size between 7 and 11 members, depending on local needs and wishes. The range could allow council members to be able to specialize in certain municipal functions or services (e.g., on recreation, finance, or roads) or area-wide concerns (e.g., planning, homes for the aged). A larger council would also provide effective access by citizens and good representation.

(8) Council size in a new system should be subject to discussion by the present municipalities or local groups and should reflect the size and complexity of the new municipality.

(2) Selection of Head of Council:

In all present local units in the Province, the head of council is selected by all voters "at large" at election time. Arguments in favour of this include a clear selection by the voters of the chief representative of the community and therefore clear accountability for his or her actions and performance. We would suggest that the Britt and Argyle community councils might each choose their "reeve" or "chairman" from among the elected council members.

(9) The head of each municipal council should be chosen at large by all voters ("direct") in the nine proposed full municipalities and by the elected members ("indirect election") in the two proposed communities.

(3) Ward Systems:

Municipalities with a large area or population generally contain a number of different groups, whether classified by income, geographical area, policies, or level of political interest. Cities generally have a ward system to ensure local representation and access on neighbourhood and community issues. Restructured area municipalities within the District of Muskoka and the regional municipalities of Ontario generally have a ward system, usually based on the former municipalities which are component parts of the new

and larger municipalities.

Ward boundaries should be described upon the advice of the present municipalities and other areas. The Study Group, however, would propose that a ward system be used in each case and that the number of representatives elected from each ward depend on population, with a weighting factor assigned for seasonal ratepayers (see discussion below). In some cases unorganized townships might be combined to form one ward or form part of a ward with a neighbouring municipality. For example, Monteith township is very small in population (42 permanent population and 142 seasonal or water-front households) and might be combined with neighbouring McMurrich Township to form a stronger ward within the proposed Emsdale municipality. Wards should always be continuous, that is, not divided into separate pieces. A number of the wards in the East Parry Sound Board of Education, for example, are not geographically continuous and do not reflect accurately present social, economic, and land use patterns.

A ward system would probably be an unnecessary complication for the proposed community councils of Britt and Argyle although this too should be discussed with local residents.

(10) In each proposed full municipality, a ward system should be used for elections; wards should be based on weighted population, accessibility, and existing municipalities, geographic townships, or communities.

(4) Municipal Representation on Area-wide Bodies.

The Study Group recommends that all area-wide special-purpose bodies use the proposed municipal boundaries as wards for election (boards of education) and appointment purposes (welfare administration, homes for the aged, health, and proposed planning boards). Our reasons are outlined in Section D below. We would also suggest that each municipality's or area's representation on these bodies be

decided on the basis of representation by weighted population ("rep.by pop.") rather than representation by assessment (or more colloquially, "rep.by ass.") Otherwise, the poorer areas that may have greater need of some services—are not effectively represented. Although such matters as education, welfare, and homes for the aged are of less direct significance to seasonal residents, it is suggested that their interest in these matters through their contribution to the tax base and social concerns should warrant using a population weighted by the above method. The heavily seasonal municipalities proposed in the Sans Souci and Pointe au Baril areas might be consolidated together as one ward for some of these boards.

Maps 2 through 6 show the Study Group's proposals for municipal or area representation on each board.

(11) Each proposed full municipality must participate formally in area-wide bodies and be represented on it. Municipal council appointments should be on the basis of weighted population.

(5) Seasonal Representation:

The Study Group believes that the level of representation of a ward in the overall municipal council and of a municipality in deciding appointments or elections to area-wide bodies, should include some weighting to reflect seasonal population. Considerable discussion of this topic was undertaken during the Muskoka District Local Government Review by the Commissioner, Don Paterson. He recommended calculating area representation on the district council by totalling the permanent assessed population and one-half the seasonal population.

Some weight should be given to seasonal ratepayers. This is in recognition of:

(a) the contribution of recreational and cottage assessment to fund local and area-wide programs;

- (b) the increasing use of roads, local urban facilities, and garbage dumps by seasonal residents;
- (c) the increased rate of seasonal residents retiring to the area they summer and (increasingly) winter in; and
- (d) the need to bring permanent and seasonal viewpoints and problems to joint and amicable discussion.

The Study Group does <u>not</u> believe that a full weighting should be given to cottage population when assigning representation on bodies although, of course, everyone's vote will count the same. Tourist, transient, or other forms of seasonal population should not be given a weighting in determining political representation. The average permanent resident depends much more on his local council and the services provided than does the average seasonal resident. Therefore, most cottagers do not participate in local affairs. Duration of stay is much shorter for most cottage owners even if whole summers are spent in the area. Realistically, giving seasonal population an equal weight would -- quite justifiably in our opinion -- be unacceptable to the permanent residents.

The Study Group proposes that the "deemed temporary population" used by the Province to determine total grant population be used to determine ward representation on local councils and municipal representation on area-wide bodies.

The 1976 Municipal Grants Population is defined in the Ontario Budget document 1976 Ontario Assistance to Local Governments as:

"The 1975 population as determined under Sections 23 and 23(a) of <u>The Assessment Act</u>; plus a deemed temporary population equal to one-third the number by which the above population falls below the product of 2.5 times the number of households in 1974." (p. 15)

Put algebraically, with GP = grant population

P = permanent population

TH = total households (farm,

permanent, and seasonal)

$$GP = P + 1/3 (2.5 TH - P)$$

By algebraic manipulation this reduces to:

GP = P + 0.83 TH - 1/3 P

GP = 0.83 TH + 2/3 P

That is, grant population is equivalent to the sum of five-sixths of the total number of assessed households and two-thirds of the permanent assessed population.

It will be noted from Table II-1 that the use of this population definition gives considerable weight to the seasonal areas:

Sans Souci

Pointe au Baril Humphrey

(12) Ward representation on municipal councils and municipal or local representation on area-wide bodies should be determined on the basis of grant population, calculated using the Municipal Grant Population formula, rather than on the basis of permanent population or assessment.



SECTION B

DETAILED RECOMMENDATIONS - STRUCTURE

PROPOSED BOUNDARIES

The study and reform of local institutions involves a large number of factors, pieces of information, and perceptions which must be weighed carefully. As we stated earlier, the achievement of an accountable, clearly understood, and responsive system of local government must be combined with the capability to provide strong leadership and prompt and competent services to the public. Our recommendations in this report reflect concern with accountability, representation, and capability.

Many people see the process of local government reform and municipal restructuring mostly as an exercise in deriving good boundaries. We don't agree that the size and area of municipal units are the only considerations. But we do recognize the importance of meaningful boundaries and the future status of existing municipalities and communities to most local councils, groups, and citizens and to effective local servicing.

This section describes our choice of boundaries as part of our specific recommendations for Parry Sound District. Later in the report we suggest that boundaries for area-wide special-purpose bodies and their ward systems be based largely on our proposed municipalities. Chapter 4 of the Study's Research Report contained a list and discussion of proposed areas "based on the present and likely future patterns of communities". As the last paragraph of that report noted, "the list is not a Study Group or Provincial proposal for consolidation".

Most of the limited response to that earlier list supported our observations on present patterns. This final report shows some differences from the Research Report's list of areas.

In discussing criteria for determining local government units, the 1974 Proctor and Redfern analysis report proposed that the factors of size, transportation systems and access, communities of interest, and physiographic features "would be best synthesized into map form in order to provide a base upon which those involved can evaluate and modify in light of more intangible factors" (p.46). The reader is invited to consult maps and information published in the Research Report and the District Atlas to look at the patterns referred to or omitted in our discussion below and to judge all this in the light of their own experience with the area. Atlas maps of particular usefulness to the Study Group include these: population (Map 1); land ownership (Map 13); watershed divisions (Map 5); accessibility to transportation and communications, especially hydro distribution (Map 23), transportation and road systems (Map 21), postal routes (Map 24), and telephone exchanges (Map 25); and Map 28, showing the public school districts. The last four spatial patterns were considered especially significant and are summarized for each proposed municipality in Table II-3.

(1) Himsworth - North Himsworth (except Callander),
South Himsworth, Powassan, Trout Creek,
Nipissing, Chisholm.

This unit would be a large and strong municipality with a mix of urban communities and much of the District's good agricultural land. While Powassan is the largest of several centres within the unit, North Bay has a strong influence on employment, government services, and shopping patterns. All municipalities but Chisholm (which is in Nipissing District) make joint appointments to all upper-tier agencies, while Chisholm is added for the North Bay and District Health Unit appointment. Such facilities in Powassan as the arena, library, and community centre are jointly managed by all but North Himsworth (which tends to have its own facilities in Callander) and Trout Creek, included only for public library purposes.

The inclusion of Chisholm Township and the exclusion of Callander require some explanation. Chisholm Township decided on its own to join the discussions of the northeast area committee at the beginning of this study. While Chisholm Township is in Nipissing District, it joins its neighbouring municipalities in Parry Sound District on the Board of Education, the most important local function. Powassan is the service centre for most of Chisholm's population including shopping, mail, telephone, and senior public school purposes. The inclusion of Chisholm in the management of the Eastholme for the Aged would make considerably more sense than supporting the Nipissing East Home Board as it does now, jointly with Bonfield and Mattawan Townships. Eastholme is much closer than North Bay for all Chisholm residents. Chisholm was included in the recent survey of senior citizens housing needs conducted in the Powassan area by Ontario Housing Corporation.

We have recognized that the north-east portions of Chisholm, which are predominantly French-speaking, have a close relationship with Bonfield and East Ferris Townships.

Post-report discussions might enable a decision to be reached to split the township into a Nipissing District portion and a Parry Sound District portion.

We have recommended the whole township be joined with <code>Himsworth</code> for simplicity's sake. The inclusion of Chisholm with a northeast Parry Sound municipality need make no difference to the location and type of schooling and other specialized services that residents might receive —a concern expressed by many in the Township early in the Local Government Study.

The orientation of North Himsworth Township and especially Callander village has been and will continue to be a point of debate. Most of the township's population and development is in Callander village and, increasingly, along the eastern portion of Highway 654 and east of the Lookout. Callander contains municipal, shopping, and some medical and educational facilities. It has a new water and sewage treatment system owned and operated by the Province. The closeness of Callander to the centre of North Bay City may account for the degree of opposition to union with the city. We are well aware that such a union would be strongly opposed throughout the Township. Provision of some services in Callander has been sought in part to counteract the need to commute for services to North Bay. Some duplication may have resulted. The preparation of an Official Plan at some considerable expense was undertaken in part as a protection against the imposition of policies by a North Bay and area planning board.

There is no doubt that North Bay's influence on land-use development and population patterns in the Parry Sound Dîstrict is strongest in Callander. It is also strong, however, in East Ferris, Bonfield, North Himsworth and to some extent farther south and east. It is not suggested that all the areas proposed here as <code>Himsworth</code> should eventually become part of North Bay. However, the Study Group is of the opinion that there is a decided split in North Himsworth between the northeast area and the rest of the township. Most of the former's urban-type development (ringing Callander Bay east of Boleau Creek) houses residents who commute daily to North Bay.

The Study Group recommends annexation of this area to North Bay. In our financial analysis, only the area north of Lookout Hill was included. This is the area of the Callander Public School District, assessment subdivisions 7 to 12, and the La Vase watershed unit. The rest of North Himsworth Township includes recreational and residential development at Deep Water point west of Bear Creek, on Highway 654, and in southeast South Himsworth. These portions of the township are more rural in nature than Callander Bay and similar to South Himsworth and Nipissing Township. Although much of it is served by Callander (Callander-based rural routes and Callander telephone exchange) it should remain with the Powassan-centred unit.

Some adjustments might be made in the South Himsworth/
Laurier township line to reflect the slight influence of
Trout Creek on the proposed Almaguin municipality. The Trout
Creek Public School District and telephone exchange boundaries
reflect this. The resources access road going southeast from
Trout Creek past Sausage Lake to Hinsburger and Tyne Lakes in
Ballantyne township might best be left completely within one
municipality only, preferably in Himsworth.

The western boundary of the proposed municipality might also be adjusted. Commanda, for example, should be in <code>Himsworth</code> rather than in unorganized territory since most of the hamlet is in Nipissing Township. Some arrangements for road assumption on the Pringle/Gurd boundary might be advantageous for efficient roads operations.

(2) Argyle Community - Portions of East Mills, Hardy,
McConkey, and Wilson geographic
townships.

Since before this study began in late 1973, the needs and objectives of formal municipal organization in the area west of Nipissing Township have been discussed in earnest. During the Province's local meetings on the proposed Northern Communities Act (Bill 102), the largest public meeting in Northern Ontario was that held in Argyle School in early March 1975. Before then, a number of well-attended meetings were held in the Arnstein "Lions Den". Representatives of the six unorganized townships have prepared briefs and collected local opinions. From these and other sources the Study Group has made a number of observations and conclusions on the Argyle or Loring area:

- There is considerable commuting to North Bay, Powassan, and further points for shopping, employment, and high level services. However, the area is generally distant in both miles and character from the organized municipalities to its east. All the developed portions west of Golden Valley are completely within geographic units separate from the east: the Argyle School District, the Port Loring telephone exchange, and the Pickerel and Wolf watershed units.
- Municipal union with the Powassan-area municipalities or even Nipissing alone would not be effective in providing better services because of the population patterns in the area (see Atlas Map 1) and a generally low assessment, both concentrated in the corners of the four western townships between Arnstein and Loring.

- The area's economy is based on forestry, limited agriculture activity, and increasing recreational development. The accessibility to outdoor recreation afforded by the Wolf and Pickerel river systems has been augmented by the new road link with the west and Highway 69. In this sense the area looks north and west more than east for its future development.
- The developed portions of the four western townships have a sufficient level of population and housing to justify the consideration of some form or municipal organization and to solve present problems and needs. However, it probably is not sufficient for full municipal status. Improvement district status was rejected largely because it does not include an elected body. The problems common to any compact urban area -the need for building standards, protection against pollution, providing recreation, land-use planning, etc. -- are, we believe, already present in the Argyle area. In addition, we are convinced that a population of over 700 people with a well-established separate identity and a good level of public participation deserves some part in local and area decision-making. At the moment, there is no general-purpose elected body acting on behalf of the community. Roads, recreation, fire protection, and related community activities are undertaken by separate local groups, some of them without government recognition.

The Study Group recommends that the developed portions of the Highway 522 corridor between Arnstein and Loring be established as a prototype form of simple municipality, generally similar to that proposed in The Northern Communities
Act but tailored to local needs. This municipality should have an elected council to represent it, municipal corporate status, and a package of basic responsibilities. These direct functions might include roads, sidewalks, garbage collection, street lighting, fire protection and prevention, and recreation.

The community organization should be regarded by the Province as the <u>one</u> responsible local body for the purposes of: communal water and sewage programs; for the provision of community medical, ambulance and day-care facilities; and for local input to local or area-wide land-use plans under Sections 14 and 16 of <u>The Planning Act</u>. It should have participation on the proposed East Parry Sound Joint Planning Board.

The community council should have limited taxing authority and be eligible for unconditional and conditional grants for services presently provided in the area (for example, roads and recreation) and for future facilities and programs. Financial participation in such area-wide services as planning, public health, welfare, and homes for the aged should not be required of the community. These services should continue to be provided on the present free basis by the Province directly or under contract with the present area-wide agencies. Building inspections and severance approvals would be administered directly by the Province.

It is our opinion that a simple form of organization could over time provide most of the municipal services and representational powers that are presently either unavailable or under exclusive Provincial direction and discretion. This form of organization is preferable locally to full incorporation. The area east of Arnstein, including Golden Valley and all of Patterson and Pringle townships (except for Pringle's southeast corner) should remain unorganized, at least for the foreseeable future.

(3) Almaguin - Lount, Machar, South River, Laurier,

Ballantyne (part), Strong, Sundridge, Joly,

Paxton (part)

The proposed municipality of Almaguin combines the two areas identified in the Research Report as the Sundridge-based and the South River-based communities. The central core of the area is the urban, rural, and recreational development between Bernard Creek and South River along Highway 11 and in southern Machar and Lount Townships along the Eagle Lake and Deer Lake roads. Although the total area is large (6 townships), the population and transportation maps indicate that most of Joly, Laurier, and Lount townships and all of Paxton and Ballantyne townships have very few permanent or seasonal residents and are largely in Crown ownership. A number of specific considerations went into the Study Group's recommendations for this area:

Unorganized Territory and Development:

Half of the proposed municipality is presently unorganized. Laurier is the only unorganized township along Highway 11 south of North Bay. Although there are some access and land use controls exercised by the Ministry of Transportation and Communications along the present route, there are pressures for development in the west and northwest portions of this township. Without organization, the present and future residents will have no representation in almost all matters of local concern, from building and land use standards to physical and social service levels to participation in long term planning, environmental, and municipal policy-making.

The township's proximity to North Bay, its varied terrain, and its recreational opportunities are the main reasons for present interest by development companies in southwest Laurier and in Machar Township. Housing development is being considered off Highway 11 in central west Laurier. Of more potential impact on the present larger community (including Laurier township) is the multi-million dollar Beaver Point Resort proposal recently discussed in The Almaguin News.

The potential impact of such a large recreational and housing project on the services, environment, and character of the whole Almaguin area could be great. The site apparently being assembled in southeast South River is almost squarely in the center of the proposed Almaguin municipality and immediately next to Laurier township. Although no preliminary approaches have yet been made to the Provincial agencies involved in the various review and approval requirements, the implications of this and other such proposals merit mention and examination at this early stage. We doubt that this scale of development is within the capability of all present local municipalities -capability judged in terms of effective local decision-making, priority setting, and servicing. This is particularly so in the absence of an Official Plan, zoning by-law, local expertise, and clout to deal effectively with the scheme's proponents. Laurier, being unorganized and immediately adjoining the Beaver Point proposal, has no body or base to deal effectively with growth and change.

Lount township has permanent residents in its southeast portion and has a rural agricultural and recreational base. It is not expected to grow significantly, compared to the townships on the Highway 11 corridor. However, being next to Machar and served largely by South River, there would be advantages to joining with its neighbours. The Lount local roads board has more than 35.5 miles of road, connected to Machar's municipal road system and maintained largely by Ministry of Transportation and Communication employees. Local representation on all matters affecting Lount is impossible without municipal incorporation.

Portions of Ballantyne and Paxton townships west of Algonquin Provincial Park are included in Almaguin largely to bring the Nipissing District corridor into Parry Sound District and under municipal control and planning. All of Ballantyne is included within the Ballantyne and Laurier Local Roads Area. Ballantyne in particular has recreational use now and considerable potential.

Kawawaymog Lake, a large lake in southwest Ballantyne, is accessible by road from South River. This road is under the jurisdiction of the Ballantyne and Laurier Local Roads Board and also serves property on Shaw, Cornick, and Corkery Lakes. Kawawaymog Lake is identified by the Algonquin Provincial Park Master Plan as a main access point for the northwest portion of the Park. The master plan identified the Kawawaymog route as one with good opportunity to develop a scenic road access corridor linking the Park and Highway 11.

Paxton township has no development now and limited potential; it is included in the unit mainly to incorporate the area between Joly Township and the Park boundary. A Joly Township municipal road follows Smith Creek (at the head of the Magnetawan System) to the Paxton boundary.

Present Intermunicipal Relationships:

There is considerable evidence of intermunicipal patterns, especially within each of the two somewhat separate South River-based and Sundridge-based areas. The population map and observed land use indicate the overspill of the two urban municipalities into their adjoining townships. This is particularly true with the rather tight Sundridge boundary and the attractiveness of Lake Bernard for year-round homes (most of these are in Strong Township). Strong Township has a much larger population than Sundridge (1,067 in 1974 versus 691 in Sundridge) while South River has more than twice Machar's 453 permanent residents. South River and Sundridge have comparable assessment and commercial bases. Most of the year-round dwellings in Joly are due east of Sundridge.

South River and Machar share some municipal services (including fire protection and library services) and are represented together by one person on the East Parry Sound Board of Education and Home for the Aged Board, the latter with Sundridge as well. Machar, South River, Laurier, and Lount form an administrative area for public school attendance and telephone and mail service -- all based in South River.

Sundridge, Strong, and Joly also have very close intermunicipal ties, including fire protection agreements and a joint medical center board. Joly, with a 1975 permanent population of 67 people and 69 households in all, is the second smallest township in Ontario. The smallest is Cockburn Island, an island in Manitoulin District with one (1) permanent resident. Joly is totally inadequate on its own for municipal services or representation on area-wide or local bodies, especially given the development impact on it of Sundridge and South River.

A Strong Planning Area:

The Study Group is sure that the consolidation of existing municipalities and unorganized townships in the Almaguin area into two municipalities would be an improvement on the present municipal system. Such a proposal has been made during the study and has received some local support, including unofficial municipal council support. However, there are a number of reasons why the whole six-township area should be consolidated as one municipality. Most of these reasons support the contention that the proposed municipality would be a much better planning area and a stronger municipality than two separate halves:

- Most of the present development lies in and between Sundridge and South River -- a distance of about 7 miles. This includes the Almaguin Secondary School, halfway between the two centers and beyond walking distance of either community.
- The Ministry of Transportation and Communications has chosen as a route for a future controlled-access divided four-lane highway, a <u>single</u> bypass west of both South River and Sundridge, approximately 1½ miles west of the present Highway 11. Land use, access, and related policies concerning the present Highway 11 area should be decided by one local council.

- The Beaver Point proposal and the increasing development in Strong Township adjoining Sundridge and Lake Bernard are examples of what the future might hold. The Machar/Strong boundary is not a significant one within this development pattern.
- Competition for assessment and services between South River and Sundridge might be expected to continue if the two areas are not amalgamated. A single coordinated policy is required for housing, industrial, and recreational development, and for such public development as assisted housing, community buildings, and physical services.
- One municipality in the area would have the necessary size and assessment base to implement detailed land use, economic, and financial policies. This would necessitate the employment of full-time staff for administration, finance, local zoning enforcement, building inspection, industrial and tourism development, public works, and fire prevention.

The present boundary road between Armour and Strong
Townships might not be the best position for the Almaguin/Emsdale
boundary. Moving the boundary south is suggested, partly because
the south boundary of the Sundridge Public School district
and the Sundridge telephone exchange are south of the Armour/Strong
boundary road for most of the area east of Highway 11. (Calls
between Sundridge and Burks Falls are long distance.) We would
suggest that the south boundary of Almaguin therefore be
(from east to west); the Paxton/Butt line; the Joly/Proudfoot
line west to Widgeon Lake; Widgeon Lake and Proudfoot Creek to
Pickerel Lake; Pickerel Lake to its North Magnetawan River outlet
(lot 25, concession XIII); North Magnetawan River west to Lot 17;
and the line between concessions XIII and XIV west to the
Armour/Ryerson township boundary.

(4) Magnetawan River - Armour, Burks Falls, Ryerson,
Chapman, Magnetawan, Croft (most),
Spence.

This proposed unit includes townships and communities on the intensely recreational portions of the Upper and Middle Magnetawan Rivers. It includes these portions of the Magnetawan River system: from Three Mile Lake, northern Doe Lake, and Kernick Lake Provincial Park Reserve, downstream through Burks Falls, Cecebe Lake, Magnetawan Village, and Ahmic Lake to Ahmic Harbour. Magnetawan River and Highway 520 are the central arteries for recreational boating and seasonal development, as well as for inter-community travel. Armour has the largest tourist capacity of any township in the Study Area (about 1700 people), followed closely by Croft township.

Our final recommendation on this area combines the areas identified in the Research Report as being the Burks Falls-centered and Magnetawan Village-centered communities. Burks Falls is a major service center for its size, serving commercial, recreational, and tourist needs and acting as the base for school, health, municipal, and other public services for the surrounding area. Burks Falls and adjacent Ryerson and Armour Townships normally participate together on joint agreements for fire protection, public library, and arena programs, although there has been some disharmony in recent years. Together this area has almost 2000 permanent residents. Most of Armour's population is on the edge of Burks Falls and in the hamlet of Katrine, the main access point to Doe Lake.

The three-township area centered on Magnetawan is dominated by the recreational development on Ahmic and Neighick Lakes and, of course, the Magnetawan River. A brief from the incorporated municipalities of Magnetawan Village and Chapman Township and the major ratepayers groups in the unorganized area support incorporation of the area into one municipality.

Chapman is largely rural, combining agricultural and summer recreational use. There is little Crown land. Most of the private land and limited development in Spence Township is in the northeast corner, connected to Magnetawan by the old Nipissing colonization road and a small portion of Ahmic Lake within its boundaries. Croft township has intensive recreation and cottaging use. It has 12 tourist establishments, half of them having a total of over 400 tent and trailer sites — almost all on small Neighick Lake. Croft's 674 residential recreational properties have a total assessment of about \$9,100,000 including 254 waterfront households and many individual lots.

Our conclusions on local government needs in the area are similar to those for Almaguin: one large municipality. Incorporation of each of the two small groupings forming part of our recommended Magnetawan River municipality would be an improvement on the existing system of fragmented and considerable unorganized territory. However, we maintain that there are important links between the two areas and evidence that one municipality would be a logical planning area and a stronger municipal unit to cope with future demands on it.

• Historical and functional links between Burks Falls and Magnetawan are strong, based largely on the navigable and popular stretch of Magnetawan River between them. Development along the river and Highway 520 is greater than between Magnetawan and Sundridge along Highway 124. Access and environmental considerations suggest that the Magnetawan River is important to both the upstream (Burks Falls) and downstream areas (Magnetawan and Ahmic Lake).

- Cecebe Lake, a major cottage and tourist lake, straddles the Chapman/Ryerson line, making it a link between the two areas. We suggest that it would be preferable that a single municipality implement detailed land use policies, using the same staff, by-laws, and standards. Similarly, Horn Lake and Ahmic Lake should be totally within one municipality.
- As in the case of the combined South River and Sundridge recommendations, the proposed Magnetawan.

 River municipality would be able to afford and to use efficiently a full-time specialized staff.

A single municipal office and clerk-treasurer serves Magnetawan and Chapman Township, including the collection of school taxes for parts of Croft and all developed portions of Spence township. Roads, public works, fire, and enforcement staff are all part-time in this area. The addition of roads in Croft and Spence (now maintained by the Ministry of Transportation and Communications for three local roads boards) to the Burks Falls, Armour, and Ryerson system would provide sufficient mileage for the efficient use of machinery, specialized staff, storage garages, and repair facilities. Some of the staff and equipment for all municipal services might best be divided between Burks Falls and Magnetawan, depending on service and accessibility requirements. One council to oversee and plan municipal standards and services is a necessity.

There are several important boundary issues in this area. Local briefs and opinions support the inclusion of most or all of Croft township within a Magnetawan-based municipality and within the East Parry Sound Board of Education area. The present board boundary splits Ahmic Lake and leaves Ahmic Harbour and Neighick Lake in the west board, contrary to access, lake, and activity patterns. We recommend that only the following small portion of Croft township be included in the proposed municipality of Fairholme and in West Parry Sound Board of Education area: all lands west of the lot 28/29 line and north of the concession VI/VII line. The balance of Croft should be in the Magnetawan River municipality.

Doe Lake straddles the Ryerson/McMurrich boundary. Accessibility to it is split between Highway 11 (Katrine) and Highway 518. Although it would be preferable to have Doe Lake in one municipality, this may be impossible because of the directly opposite accessibility points. We do suggest that the properties on the boundary road be all within the proposed <code>Emsdale</code> municipality. Accordingly, the south boundary of <code>Magnetawan River</code> should be (east to west): the Armour/Perry line, west to Highway 11; the concession I/II line of Armour and Ryerson; and the Spence/Monteith township boundary.

(5) Emsdale - Proudfoot, Bethune, Butt (part),
McCraney (part), Kearney, Perry, McMurrich,
Monteith (part)

This proposed municipality is just over five townships in area with a permanent population of 1,750. It is largely recreational in nature. It is predominantly in the Magnetawan system; some portions of the southern townships are in the Muskoka River watershed and most of Monteith is at the head of the Seguin River system. Most of the unit's recreational development lies between Sand Lake in Proudfoot and Bear Lake in Monteith, joined by Highway 518. Lands in Perry and McMurrich, the two organized townships, are almost totally in private ownership. The four urban centres of Kearney (separately incorporated as a town), Emsdale, Novar, and Sprucedale contain most of the permanent residents.

Perry Township is intensively developed for cottaging and tourism. It ranks 4th in tourist capacity in the District, 8th in recreational residential assessment, and 10th in cottage totals. Most of its tourist establishments are of the small cottage/cabin type: small Clear lake is the site of many such establishments directly accessible by Highway 592 ("old Highway 11"). Other popular and intensively developed lake areas include Sand Lake in Proudfoot; Doe, Round, and Buck Lakes in McMurrich; and Bear Lake in Monteith.

We believe that all this territory should be incorporated as one unit. Parts of Proudfoot and Bethune are already highly developed and are becoming attractive sites for year-round residents. Some public services provided in or by Kearney are used by area residents: these include fire protection, school tax collection, library, and recreational facilities. However, unorganized township residents have no representation or protection on such issues as building standards, land use, and overall municipal servicing.

The Bethune and Proudfoot local roads boards provide the only local services and generally represent both seasonal and year-round interests. A number of problems with road access and land ownership in Bethune highlight a common problem in unorganized territory, namely the ownership and standards of roads in subdivisions approved before the imposition of Province-wide subdivision control in 1970. Similarly in Monteith the East Bear Lake and South Seguin Estates local roads boards and the Monteith Statute Labour Board generally represent the residents on many matters but have no authority beyond their limited responsibilities in requesting road improvements and assistance from the Ministry of Transportation and Communications.

Butt and McCraney townships are included largely to incorporate them within Parry Sound District and to bring them under municipal jurisdiction. This is in keeping with recommendations above for the rest of the Nipissing District corridor west of Algonquin Park and continues the trend initiated in Muskoka District with the incorporation of Finlayson geographic township (also formerly in Nipissing District) within Lake of Bays Township. Butt and McCraney townships are also the locations of Algonquin Provincial Park access points on the edge of the park: Tim and Magnetawan Lakes in Butt township and Rain Lake in McCraney township. The Algonquin Provincial Park master plan identified "good opportunities to develop scenic access corridors", linking these canoeing access points with Highway 11. A local road already follows the Magnetawan River from Sand Lake to the park boundary in Butt while trails extend to the park boundary from the east end of McCraney Road, which originates in Bethune township.

Emsdale adjoins the District Municipality of Muskoka. The establishment of district and local planning policies, building and development standards, and servicing programs in Muskoka will have an impact on Emsdale. incorporation and planning of some type is undertaken throughout the area, scattered rural development, intensive cottaging, and commercial development may go ahead without local direction, control, or administration. Perry township has expressed some interest in interim zoning while meetings in the unorganized townships have shown that there is local concern that the present and future quality of the lakes and rural environments should be preserved. Residents of the unorganized territory, however, are also wary of municipal government, largely because of the likely increased taxation to pay for services now being met by the Province, by nearby municipalities, or those not yet being provided by any body. The financial and municipal responsibility necessary for local planning must be faced by the unorganized territory residents if organized inputs and decision-making are desired.

Incorporation of the whole unit into one large municipality would enable the consolidation into a fully capable municipal administration of existing full-time and part-time staff and considerable equipment and buildings. Although not as rich as some of its neighbours, Emsdale could afford a full-time clerk-treasurer, road superintendent and crew, and a combined building inspector and by-law enforcement officer. Library, recreation, fire prevention and protection, and detailed zoning services would be beneficial to all and could be efficiently provided if one council or board, the necessary staff and volunteers, and one set of policies and quidelines were established for the whole area. The numerous community buildings spread throughout the area, including several former school buildings, could continue to function under local citizen boards responsible to the elected council only on financial and general policy matters.

There are several boundary issues in this area. Slight adjustments northward of present township lines were detailed above for <code>Emsdale's</code> boundary with the proposed <code>A!maguin</code> and <code>Magnetawan River</code> municipalities. A slight adjustment in the present Perry/Huntsville boundary might be contemplated to put all of Novar village within the District of Parry Sound. Boundary roads west of Highway 11 and in McMurrich Township might be placed in <code>Emsdale</code> or Huntsville, depending on accessibility and existing municipal wishes. Although much of McMurrich is part of the upper Muskoka system, we suggest that major boundary shifts are not necessary. Coordination between <code>Emsdale</code> and Huntsville on development standards and densities for Buck and Axe Lakes is a necessity, because of the direction of water flow and the present difference in local standards.

The original Parry Sound-centered annexation application included all of Monteith within the proposed western Parry Sound municipal system. Local residents objected to their inclusion with the west. Travel, school, telephone service, and other patterns suggest that only the western portion of Monteith relates to Parry Sound and Orrville. Bear Lake and Horn Lake relate to Sprucedale and Highway 11. The quality of Highway 518 is relatively good as far as Bear Lake. The section between Bear Lake and Orrville is significantly worse. Accordingly, we propose that the boundary between <code>Emsdale</code> and the proposed municipality of <code>Humphrey</code> be the line between lots 20 and 21 of Monteith township.

(6) Fairholme - McKellar, Hagerman, Ferguson (part),

East Burpee (part), Burton (part),

McKenzie, Ferrie, Croft (small part).

The Study Group proposed in the Research Report that west Parry Sound District be considered as a central urban area surrounded by several large rural communities deriving employment and other high level services from the Parry Sound urban area but having separate, lake- and tourism-based characteristics. To the northeast of Parry Sound, we recommend a municipality with Hagerman and McKellar Townships as its core and connected by Highways 124 and 520. The proposed Fairholme is very similar to tentative suggestions discussed in the January 1975 round of public study meetings and to the "North Municipality" proposed in the counter-proposal to the original Parry Sound-centered single municipality.

Roughly five geographic townships in area, Fairholme corresponds almost exactly to the McKellar telephone exchange area (the exception being the exchange's inclusion of northeast McDougall township). It occupies two-thirds of the Whitestone Lake (Dunchurch) public school district: McKellar and Ferguson pupils travel to the McDougall School. The area is in many ways dominated and controlled by its lakes and river systems: Lorimer Lake and Manitouwabing Lake flowing into the Seguin; the Whitestone Lake network flowing into the large southern arm of Wahwashkesh Lake; and the Magnetawan River flowing into the equally large northern arm of Wahwashkesh and out of it along the Magnetawan Wild River Park Reserve.

Although McKellar and Hagerman Townships were settled, cleared, farmed, and incorporated more than 100 years ago, the agricultural base is now less important than the recreational resources of their larger lakes. Manitouwabing Lake in particular has many cottages and tourist establishments. Harris, Lorimer, Whitestone, Gooseneck, and Wahwashkesh Lakes are also major recreational assets.

Most permanent settlement is in and between the centres of McKellar village and Dunchurch, although there is some rural development in east Ferguson, in Broadbent, and along Highway 520 between Maple Island and Ardbeg. We have recommended boundaries for Fairholme with the following considerations in mind:

- Hagerman and McKellar are the only organized municipalities in the area. They are similar in character, in being some distance from the Parry Sound urban area, and in their agriculatural and recreational basis. Each supports a limited range of municipal services, mainly confined to road maintenance and required administrative and financial functions. Hagerman has a full-time staff of one while McKellar has a full-time clerk-treasurer and road staff. Neither have fire protection and each has part-time building inspection only. Separately, they are not able to undertake more complex functions such as land use planning and zoning. Together with their surrounding territory, they would be an effective municipal unit to serve the rural and recreational needs of their residents.
- In the unorganized townships surrounding Hagerman and McKellar, improvements in access have enabled commuting to Parry Sound for services and employment. They have also encouraged considerable recreational development by seasonal landowners. Areas along and near Provincial highways and local roads off these highways are included in Fairholme to enable some local control of accessibility and standards for building, land use, and other municipal functions. Those areas with significant permanent population and with recreational development potential are included to bring effective local representation and standards to them. Hence the inclusion of east Ferguson (now almost totally patented land), all of McKenzie, and east Burton (Ardbeg and Gooseneck Lake).

- The choice of a western boundary (in Ferguson) is influenced by the location of the Round Lake Provincial Park Reserve and the Lorimer Lake Road, presently under local roads board jurisdiction. North of the park reserve, it is suggested that the west boundary of Fairholme be the lot 20/21 line of East Burpee and Burton. This is the line used in the proposed "North Municipality" supported by McKellar and Hagerman in 1973 and used to divide both Burton and East Burpee townships for property assessment purposes into "assessment subdivisions".
- The northwest corner of Croft township is included to bring Highway 520 and Dunchurch's area of influence totally within Fairholme. The rest of Croft east of lot 29 and north of concession VI is oriented eastward and is included in the proposed Magnetawan River municipality.
- •Very little of Ferrie township is private land, most of it along the Maple Island Road. The whole township is included to avoid leaving a section of unorganized territory between this municipality and Fairholme. Likewise, northeast Burton and northeast McKenzie township were included because Wahwashkesh Lake extends north close to the McKenzie boundary and to square off the boundaries along township lines.
- Although East Burpee has no permanent population and little recreation development, Lorimer Lake Road is a link between Highways 124 and 520. Improvement of this road is quite probable with increased development of Wahwashkesh Lake.

 McKenzie presently has 213 waterfront households, most of them on Wahwashkesh.

• The only local services in unorganized territory presently provided by local bodies are local roads, administered by three local road boards entirely within Fairholme and by the Croft local roads board which has jurisdiction over several roads in northwest Croft. These roads connect with the Provincial and municipal roads network.

Fairholme would have a more than adequate assessment base to fund the local portion of all the municipal and area-wide service requirements. A full-time clerk-treasurer, road superintendent and crew, and building inspector constitute the major full-time requirements. Since most of the development is seasonal, urban-type services will probably be required only in McKellar and Dunchurch villages and can be area-rated against users. Each of these has rather serious environmental problems due to small lot sizes and limited soil cover. A first priority of planning in the area is the development of rural residential, lake development, and road servicing policies.

The last boundary issue concerns the McKellar/McDougall line. There is an argument for including much of the east and northeast portions of McDougall Township within a recreational-based municipality such as our Fairholme proposal. Most of McDougall's population is immediately adjacent to Parry Sound and in the Nobel area north of Parry Sound. However, there is already considerable residential development along Highway 124 and on the north side of Mill Lake. The present Township of McDougall participates in joint planning and industrial promotion with the Town and receives the benefits of its many services. facilities, and institutions, some on an agreement basis. We are convinced that a large town of Parry Sound including all of Foley and McDougall will be the best unit to deal with the urban and urbanizing problems and challenges of west Parry Sound District. Accordingly, one minor adjustment is recommended. To bring all of Manitouwabing Lake within the jurisdiction of Fairholme we suggest that lots 1 to 5 of concessions XI and XII in McDougall be included in Fairholme.

(7) Humphrey - Christie, Monteith (part), Rosseau, Humphrey, Conger (east part)

The proposed municipality of *Humphrey* occupies the southwestern inland portion of Parry Sound District. The three-township area is somewhat smaller than the "South Municipality" proposed as an alternative to the large Parry Sound - Foley - McDougall annexation proposal of 1969. It is very similar to the Humphrey Public School District and includes almost all of Rosseau telephone exchange and parts of the Otter Lake and MacTier exchanges. Highways 69 and 141 (formerly 532) are its main arteries, with municipal roads in Christie and Humphrey and local roads in Conger and Monteith providing access to the many lakes in the area. This proposal is supported by the Humphrey Township Ratepayers Association.

It is the many large and small lakes of <code>Humphrey</code> that are the basis of its environment, vitality, and rich municipal assessment base. These lakes include: the lake chain flowing north into the Seguin River (from Clear Lake to Isabella Lake); the large lakes in central Conger (Blackstone, Healy, Crane, and Kapikog); and the portions of the Muskoka Lakes within Humphrey Township. Humphrey Township forms the core of the area. Private summer cottaging is its only economic base, with agriculture, tourist establishments, and other commercial enterprises either very limited or catering to the seasonal trade.

The unit has some impressive statistics: over 2000 waterfront households, among over 3500 recreational properties; over 45 million dollars in recreational assessment (cottages, lots and rural acreages); and a permanent population of about 1150 that is growing annually due largely to its closeness to Parry Sound and to the trend to year-round use of lakeshore properties. Humphrey ranks first in the Study Area in recreational assessment and third in cottaging (number of waterfront households).

All of Conger ranks first in cottaging and third in assessment. The portion of Conger included in *Humphrey* includes 70% of Conger's waterfront households and more than 50% of its total assessment. All told, the unit is very rich in waterbased recreational resources and therefore in property assessment.

The central portion of the area is organized into Christie and Humphrey Townships and the Village of Rosseau. Humphrey with its larger assessment, population and generally high level of municipal administration dominates the area and provides much of the municipal leadership. It has planning area status, approved official plan, and a new recreation-municipal complex in its northwest corner. Rosseau and Humphrey have tended to develop separate urban-type and municipal facilities, with Rosseau having an earlier and geographically separate development. Each has a library and community centre. Rosseau tends to serve the seasonal residents of the Rosseau Lake and Highway 632 area. These two municipalities and Christie participate together as one ward for representation on the homes for the aged and health unit boards and with Foley on the District Welfare Administration Board. There is some sharing of equipment and expertise among the three.

Rosseau residents have made it clear to the Study Group that they prefer to be separate from Humphrey. Because of its lack of resources, the inability of Rosseau to have its own staff expertise or strong representation on planning, social services, education, and other municipal matters is obvious. We feel sure that they would much prefer amalgamation with Christie, Humphrey, and Conger to incorporation with the two-tier Muskoka District. We are also confident that the community identity and pride of Rosseau will never diminish. There would in addition be significant advantages to the generally older population of Rosseau in joining with the generally affluent Humphrey residents.

Development in Christie Township is in its central one-third only, following the chain of lakes and served from a double corridor of municipal roads. The land tenure, hydro distribution, population, and transportation maps in the Atlas show this pattern very clearly. While Christie residents commute to the Parry Sound urban area for employment, shopping, and other services, their geographical connections and affinity appear to be strongly with Humphrey. They would in fact have much to gain from amalgamation with Humphrey.

Although Conger township is already heavily developed, its lakes are large and of relatively good quality, at this point at least. Many miles of local roads are under the jurisdiction of the north Conger and south Conger local roads boards (controlled largely by the Ministry of Transportation and Communications). They provide access to the four major lakes within Conger. The access route to the proposed Blackstone Marbour Provincial Park is likely to be located between Crane and Healy lakes, using the eastern part of the Healy Lake Road.

Blackstone Lake and lands along Highway 69 are likely to experience more intensive development in future, both of a year-round residential nature and, along the highway, of a highway commercial type. For these and other reasons, we recommend strongly that Conger township, presently the southernmost unorganized territory in Ontario, be incorporated with its neighbours into <code>Humphrey</code>. The whole unit has so far not felt the intensive tourism and other commercial uses (especially trailer camps and manufacturing) identified with Foley Township.

A key factor in our recommendations for the area is the separation of Conger into a highway-based inland lake section and a water-based Georgian Bay island and shoreline section. Blackstone Harbour Provincial Park will be the buffer between the two. This concept has the support of almost all groups and municipalities in the area, including the Sans Souci-Copperhead Association and the Georgian Bay Association, who speak on behalf of Georgian Bay's seasonal residents.

We would propose that the western boundary of *Humphrey* generally follow the east boundary of the Blackstone Harbour Provincial Park and that all of the South Conger Local Roads Area be within *Humphrey*. This places all of Healy and Conger Lakes within *Humphrey*. Accordingly, we recommend that the boundary between *Humphrey* and the proposed *Sans *Souci* municipality be as follows: from the Cowper/Conger township line, south along the line between lots 35 and 36 to the concession V/VI line; west to the lot 36/37 line; south along this line to the concession IV/V line; west along this line to the lot 37/38 line; south along this line to the concession III/IV line; west along this line to the lot 38/39 line; and south along this line to the boundary between Conger township and Freeman Ward, Township of Georgian Bay.

The western portion of Monteith township is included within <code>Humphrey</code>. Considerations involved in this recommendation include: the historical links between Rosseau and Seguin Falls provided by the Rosseau and Nipissing colonization road; normal access to the South Seguin Estates development in extreme west Monteith is via Highway 69 and then by either Highway 518 or by Highway 141 and Christie's municipal road system. As indicated in discussion of the proposed <code>Emsdale</code> municipality, we suggest that all of Monteith west of and including lot 21 be included within <code>Humphrey</code>.

In proposing a single-tier municipality centered on Humphrey Township, we are obviously arguing against an extension of Muskoka District into Parry Sound Territorial District. This was a major issue in the Muskoka District Local Government Review. The inclusion of Rosseau and all or parts of Humphrey and Conger townships was proposed during that review by a number of municipalities and groups. The watershed argument was used to suggest that since Lakes Joseph and Rosseau and almost all of Conger Township are part of the Muskoka River System, all municipal functions should be based on the watershed. Our reasons for rejecting the general argument while accepting the specific watershed limit are these:

- The essence of our West Parry Sound municipal recommendations is a large town, surrounded by a series of large, capable, and generally recreational and rural townships.
- The whole <code>Humphrey</code> area is served by activities centred on Parry Sound, including education policies and the high school , home for the aged, hospitals, welfare, most shopping, and other professional services. Most employment is found in commercial or service locations in the urban area and in manufacturing, largely in Foley Township.
- The withdrawal of Humphrey and Conger from Parry Sound District or west Parry Sound District area-wide bodies -- and especially the withdrawal of assessment -- would be a much greater loss to all of west Parry Sound District (especially for education and welfare) than it would be a gain to the richer Muskoka District system.
- Parry Sound is the nearest urban center in all of the proposed *Humphrey* unit. Rosseau is 22 highway miles from Parry Sound and 30 miles from Bracebridge and Huntsville.
- The need for coordinated planning and development policies for Lakes Joseph and Rosseau is real. However, it can be accomplished by determined cooperation between Humphrey and Muskoka Lakes Township, perhaps requiring assistance from the Province or from Muskoka District and the proposed west Parry Sound planning board. This concern should not override the objective of matching municipal boundaries to existing patterns of community.
- The inclusion of at least Humphrey and Rosseau (if not Christie as well) within Muskoka District would change the geographical shape of Muskoka Lakes Township. It already is large and has two urban service centers (Bala and Port Carling). Changes in Muskoka Lakes' ward system and its representation on the District Council would be required.

• Deletion of Freeman Ward from Georgian Bay Township has been suggested by ratepayers in the MacTier area. Freeman Ward is presently in the West Parry Sound Board of Education area. A natural extension of "moving Freeman out" would be its amalgamation with a larger single-tier municipality in west Parry Sound District. While the addition of MacTier, 12-Mile Bay, and Tadenac Bay/Lake -- the Ward's major communities and assessment areas -- may be beneficial to *Humphrey*, it would also leave Georgian Bay Township in a poorer financial position in relation to its neighbouring area municipalities in the Muskoka system.

We propose only one change to the present Muskoka-Parry Sound boundary in this area. At present the Healy Lake Road leaves Muskoka Road ll in Muskoka District and goes through a very small portion of Muskoka District before entering Conger Township. To bring the Healy Lake Road into one municipality alone, we suggest that lots 1 to 5 of concession X of Freeman Ward be included within <code>Humphrey</code>.

The orientation of Foley Township is an important issue. We have second hand knowledge that Foley Council would prefer that part or all of the Township be joined with a Humphrey-centred municipality. Our reasons for including all of Foley in the Parry Sound urban area are detailed in the next section. The only boundary change we suggest between Foley and the proposed Humphrey municipality concerns the west arm of Horseshoe Lake. The southeast side of the lake is served by a boundary road passing through or serving properties in three different townships. Most of Horseshoe Lake is already in Foley Township, is immediately adjacent to Highway 69, and is heavily developed. Accordingly, we propose that the following portions of Christie and Humphrey Townships be part of the Parry Sound urban municipality: lots 34 and 35 of concessions 1 to IV of Christie; lots 109 and 110 of concession B of Humphrey; and that portion of concession A west of Highway 69.

(8) Parry Sound - Foley, Parry Sound, McDougall, Carling, Ferguson (part)

The Parry Sound urban area is key to the economic and municipal vitality of west Parry Sound District. Recent attempts by the Town of Parry Sound and the urbanizing townships surrounding it to come to grips with its growth and future have been numerous: a large and unsuccessful 1969 annexation application by the Town, supported by Foley and McDougall Townships for incorporating most of west Parry Sound District into one municipality; successful attempts by 3 municipalities to establish with Provincial and Federal funding a serviced industrial park; the preparation of planning and zoning policies for Foley, McDougall, and Parry Sound; the recent McDougall-Parry Sound discussions to expand the urban municipality into the urban areas of southwest McDougall, as a short-term solution to land and servicing problems; and improvements to local community and social services to serve the immediate and surrounding areas. We have no doubt that municipal structure and operation of the Parry Sound urban area -- its governments and its policies -- are absolutely crucial to the achievement of local and Provincial objectives for all of Parry Sound District. We also believe that this area has all the problems and challenges facing small urban centres and rural and recreational areas in central and mid-northern Ontario. It has the inter-dependent mix of public and private concerns for which one set of consistent, co-ordinated, and realistic municipal policies must be made. The organization and local authority to allocate limited resources among competing demands must be established here or else all effective power must eventually shift to the Province by default.

It is our firm recommendation that the urban and urbanizing area that shares these common challenges -- the present municipalities of Parry Sound, Foley, McDougall, and Carling -- be amalgamated to form one strong municipality and planning area. This confirms our observation in the Research Report that the shared interests of this area require a single governing body -- not just the area of continuous development in Parry Sound, southwest McDougall and northwest Foley, and not the whole southwest Parry Sound District whose public and commercial services are provided largely from the urban area.

The factors we feel support this contention are detailed here.

Land use and development pressures

The Town of Parry Sound

does not have within its

boundaries any land for

significant new housing or other development. The present boundary does not correspond to immediate patterns of continuous development. Areas included in the most recent Parry Sound/McDougall annexation discussions — the Parry Sound Mall area, Mill Lake, the area between Highway 69 and the Town boundary — are part of Parry Sound's area of influence. Additional areas include shoreline permanent residential and commercial development on the Rose Point Road (in Foley but inaccessible from the rest of Foley Township) and on Bowers Bay in McDougall. These areas should all have been part of the Town of Parry Sound long ago. With few exceptions, all of the proposed Parry Sound is now, and will be in the future, subject to development pressure and development conflicts. The main factors are the following:

• Recreational development on lakes and the bay is increasingly year-round and permanent in both nature and environmental impact. Most lakes in Foley Township, for example, are directly accessible from Highways 69 or 518 (Haines Lake) and the complex municipal roads system off them. Year-round cottage and housing use is increasing on these lakes because of the relatively attractive sites, the closeness to urban shopping, employment and other services, and the housing shortage in the serviced areas. Other examples of this pressure include Mill, McDougall, and Trout Lakes in McDougall Township and the shoreline and scattered hamlets of Carling Township. The implications for road maintenance and surfacing, street lighting, garbage collection, fire protection, school busing, and other municipal service demands must be faced squarely and rationalized by a single municipal authority. Lake quality problems are pointed out in the Ministry of the Environment's 1975 report The Quality of Selected Waters in the Township of Foley.

Six townships were surveyed under the "Self-help Program."

The report concluded that "Lakes Haines, Oastler, and
Little Otter appear the most susceptible to water quality
impairment induced by lakeside development and associated
waste disposal ... Caution must be exercised in the
approval of future shoreline development that might have
a tendency to undermine the quality of various waters."

Other lakes sampled included Horseshoe, Otter, and Rankin
Lakes. The covering letter with the report indicated that
"the unsuitability of this terrain for conventional septic
tank - tile bed sewage disposal systems, coupled with the
inherent dilute nature and mesotrophic status of the
study lakes, makes the lakes very vulnerable to artificial
inputs of nutrients."

• The development of the Carling Industrial Park in north Carling Township has commuting, servicing, housing and environmental implications, especially for all of Carling but equally for the rest of the proposed municipality. Due to the location of the industrial park (between Highways 69 and 559 off Woods Road), the impacts on Carling Township will be the greatest. While the Township has considerable physically suitable areas for rural or hamlet development, it also has a long shoreline fronting Parry Sound (the water sound) and the incomparable bays and islands of the Georgian Bay. Carling has no plan or zoning by-law to direct or control housing, industrial, or overall growth. Environmental controls established site by site do not satisfy overall planning requirements. The possible impact on the Shebeshekong River system and Dillon Cove of industrial effluent must be recognized. Carling Township is incapable of administering or setting policy to cope with these and other impacts. present Industrial Park Board arrangement is fine for providing promotional and development advice on the industrial park to the participating councils but cannot undertake the planning and implementation of service and enforcement requirements. Carling is not within the Parry Sound and area joint planning area.

- Most existing industrial development in the area is not in the Town but în Foley (Rockwell, Shaw-Almex, Four Seasons) and in McDougall (CIL). Industrial employees commute from as far as Dunchurch, MacTier, and Rosseau. The plants also generate a demand on land for permanent housing close to them as well as affecting nearby water bodies and traffic patterns -- for example, the development at Nobel (a townsite with servicing problems) and of the Rankin Lake Road area and nearby lakes of Foley Township. Economic planning of the whole area -- and the servicing priorities required to accomplish it -- must be undertaken by one elected authority representing the whole "commutershed" or employment area.
- Accessibility by highways and municipal roads is good throughout the area. The Parry Sound Mall (commercial and geographic centre of the proposed Parry Sound) is within 25 minutes of every hamlet, park and lake area. The new Industrial Park factories are within 30 minutes of even Horseshoe Lake. The whole proposed Parry Sound has uniformly high accessibility to the industrial locations mentioned above and to the commercial, administrative, education, professional, and employment centers of the area. Most of these are in and near the present Town of Parry Sound. An additional indicator of good accessibility is the free calling area covering the whole Parry Sound municipality (with the exception of the northeast corner of McDougall Township), involving the Parry Sound, Nobel, and Otter Lake exchanges.
- While significant public sector and institutional growth is unlikely, the likelihood of tourism and recreational-based development, employment, and ancillary services is great. Parry Sound harbour already serves as the main access point for intense recreational boating throughout the 30 Thousand Islands but especially for the South Channel, Parry Sound, and the Georgian Bay as far north as Franklin Island. The harbour's commercial trans-shipment facilities for oil, salt, and gravel serve the whole District.

Future resort, marina, and other water-based development is likely throughout the area but especially along the shorelines of McDougall and south Carling. In addition, interior lake development for tourism is likely in Foley, given past local decisions on trailer camp development in that area. The future development of year-round multi-facility convention-type resorts as in Muskoka is most likely in the <code>Farry Sound</code> municipality, because of its highway location, its present tourist attractions (for example, the Lookout Tower and cruise ship), and the services and labour supply located in the urban area.

Existing Inter-municipal Relationships

The area's inter-related land use patterns, economic and commuting patterns,

accessibility, and common problems are not reflected in its structure of local government. The area is fragmented both geographically and functionally. The function-by-function approach to providing local services, leadership, and policy is probably as serious an impediment to strong municipal government as are the inappropriate boundaries noted above. Within their limited areas, the decision-making authority of municipal councils has over the years been eroded by the creation of special-purpose bodies, by intermunicipal arrangements or agreements, and by direct Provincial assumption of formerly local responsibilities. Many of the area-wide special purpose agencies (including the separate inter-municipal welfare, health, and planning bodies) are providing services in the absence of specialized, broadly based municipal capability. This fragmentation is catalogued quite completely in the Research Report.

The lack of accountability of elected representatives and the multiplicity of bodies (local, inter-municipal and Provincial) is confusing to the citizen. It also prevents the emergence of a strong municipal role for the area of inter-dependence. The provision of recreation and other community programs through a number of recreation committees, parks boards, arena boards and committees of council is not a special concern.

More important is the multiplicity of bodies in the land use/development/servicing area: municipal councils, the Parry Sound Public Utilities Commission, the Joint Planning Board, the Industrial Park Board, and the committees of adjustment all have authority in this area. So do the Provincial Ministries of Housing, Environment, Transportation and Communications, and Natural Resources, which administer direct programs and facilities and numerous approval and permit systems. Provincial fragmentation was also discussed in the Research Report.

A central demand throughout the Study Area is increased local input and authority in planning and development matters. This is impossible unless municipal reorganization of the scale proposed here is accepted and implemented — to reflect actual inter-relationships and not historical boundaries.

There are two additional results of the present fragmented system: the pressure to duplicate services and to compete for assessment, and present indirect advantages to township residents of facilities provided in and by the Town. The existence of four separate municipalities usually requires the hiring of necessary staff and use of buildings for that municipality alone. Separate standards, equipment, engineering and accounting consultants, tax billing, and by-law enforcement are the result, regardless of the possible economies of scale if some activities were performed together. The provision of local services where the population is located is not a bad thing. But the lack of a coordinated policy for the building, maintenance and improvement of services in the four townships is uneconomic. The complexity and cost of such facilities as solid waste disposal sites, sewage lagoons, senior citizens and family housing units, arenas, local policing and so on suggest that they should be located centrally and supported by all who benefit from them. No area-wide local government priorities in these and other program areas can be set with the present structure. the separate tax bases, the taxable assessment accruing to the individual municipality from residential, industrial, and commercial development is often given precedence over consideration of the costs and ideal location of such development.

The Town of Parry Sound is the main shopping, government, business, health, and education center of west Parry Sound District. These and other facilities require public services (including roads and sidewalks, police and fire protection, water, power and sewage treatment) which are supported and paid for largely by Town residents only. Residents of other municipalities use these facilties weekly if not daily but do not contribute to the cost of them. These are indirect and unfair benefits derived from Parry Sound's level of services.

There are also direct benefits. Inter-municipal agreements provide fire protection to Carling, McDougall, and Foley Townships (Foley also has its own equipment) relatively cheaply compared to the Town's cost of maintaining, financing, and staffing the equipment that is shared with these outlying townships. The most extreme example of direct benefits is that of public libraries. The three surrounding townships have established separate public library boards but their residents obtain books only from the Parry Sound Library. They do not provide any of their own library facilities. Parry Sound is the only municipality contributing its own funds to the maintenance and improvement of library programs. In effect, a directly free service to outlying residents has been achieved. The township municipalities do not pay for the cost of policing within Parry Sound or provided by the Ontario Provincial Police outside the Town. The Town's ratepayers must bear all the net costs (after Provincial grants) of their municipal force. These situations are clearly unfair to the Town, especially when most of the employers within the Town -- the hospitals, schools, and government offices -- pay no taxes and since almost all of the industrial base for the whole area is located in the townships.

A Strong Municipal Unit The proposed Parry Sound municipality has a present population of about 9,400 people and a total assessment

of about \$125 million. As well as being a more logical and coherent structure to assume responsibility for present municipal functions in the Parry Sound urban area, we feel that a *Parry Sound* municipality would have the capacity to undertake the following:

- bring to full realization the economic growth position indicated for the Parry Sound area by its designation in the Northeastern Ontario Regional Strategy as an area service centre;
- detailed planning of land use, development, and economic growth, based on its existing land and water resources and on its locational advantages;
- •full and meaningful municipal participation on present area-wide bodies for welfare administration, public health, and homes for the aged and on the proposed west Parry Sound Joint Planning Board;
- •strong municipal representation with nearby municipalities and with the board of education on issues of common concern and interest;
- negotiation from a position of strength and equivalent staff expertise with Provincial ministries on all matters of municipal and local interest, including joint undertakings, development projects and standards, municipal financial arrangements, Provincial facilities, and legislation;
- the preparation of a housing policy statement for the whole municipality;
- assuming responsibility for all water and sewage treatment facilities from the Ministry of Environment,

including those for the industrial park, if desired;

• the management of facilities and programs not presently available, such as an elderly persons' centre, summer public recreational facilities, and a waterfront improvement plan.

There are a number of specific boundary issues within the overall context of a Foley/Parry Sound/McDougall/Carling municipality:

Ferguson: Although there is little private land in southwest Ferguson, it is included in Parry Sound because of its proximity to Highway 69 and to square off the area south of the Round Lake Park Reserve. The location of the Parry Sound/Fairholme boundary in the Waubamik area of Highway 124 should be drawn with regard to housing and other development locations along the present township line.

McDougall: As explained in our discussion of Fairholme, all of Manitouwabing Lake should be in one municipality. It is related much more to McKellar village than to the Parry Sound urban area.

Foley: As we discussed in the Humphrey section, all of Horseshoe Lake should be placed in one municipality. With its orientation to Highway 69 and its high level of development we proposed then that it be part of Parry Sound. However, an argument can be made for its inclusion in Humphrey since Horseshoe Lake is part of the lake system draining through Blackstone and Crane Lakes into Blackstone Harbour and is not part of the Otter Creek watershed unit (see Atlas Map 5). An additional advantage of the latter alternative is that the present Humphrey municipal complex is closer to Horseshoe Lake than is Foley's.

In the west, we suggest that intensive year-round residential development of the South Channel is likely to continue along the Rose Point Road to at least the present Foley/Cowper line. We would also suggest that Isabella Island be included within Parry Sound rather than within the proposed Sans Souci. The western boundary of Parry Sound should be close to the east boundary of Blackstone Harbour Provincial Park. Because it is accessible only from Highway 69 and Foley Township, Three Legged Lake should be in Parry Sound. Accordingly, we suggest that the Parry Sound/Sans Souci boundary line be (from north to south): the line between lots 2 and 3 of Cowper township south to the concession II/III line of Cowper; east along this line to the Cowper/Foley boundary; south along the boundary line to the Foley/Conger boundary.

A final issue requiring discussion is the different level of services and representation that the various areas within Parry Sound may require. This aspect of "local protection" is of more importance here than elsewhere in the District. First, as in all large municipalities, a ward system should be established for the election of councillors, based on weighted population rather than on assessment. This would ensure local guarantees of representation on both the overall issues and on the local issues of concern to individual areas.

Second, urban service areas should be established for allocating the costs of services provided directly to properties in certain built-up areas. Likely urban service areas would include Parry Sound Town and adjacent portions of McDougall Township, Nobel, and possibly the built-up areas of Foley for some services. In each of these locations a single general-purpose urban service area should be defined. Depending on the services provided, the costs of some or all of the following should be rated on this basis: garbage collection (not garbage disposal), water, sewers, and electricity (the last service provided by the Public Utilities Commission).

A case can be made for including within general municipal rates all or part of the cost of street lighting and sidewalks, in commercial areas at least, since they serve shoppers and visitors as much as the urban service area's own residents. A decision on police protection is a priority issue due to the present municipal force within the Town of Parry Sound only and the present provision of free policing in the townships by the OPP's Parry Sound detachment.

West Parry Sound District -- The Georgian Bay Shoreline

North and west of the populous areas of West Parry Sound District is a mix of land, lakes and forests connected by the twin arteries — in places close, in places far apart — of the Georgian Bay and Hwy. 69/CPR. The present communities of Britt, Byng Inlet, and Pointe au Baril Station are based on shipping and recreational services.

Inland, there are many beautiful lakes and rivers but except for Harris Lake and the road to the Pickerel River, the "S" Narrows Bridge and east, it is largely inaccessible and undeveloped for anything but logging and hunting.

The Bay is predominantly an area of rocky shore and islands, shoals and deep water, with the occasional scattering or concentration of private cottages. It is among the best recreational boating areas in the world, but it is very fragile.

The portion of the Bay and inland areas north of Carling Township are within the North Georgian Bay Recreational Reserve, established by legislation in 1964 and the subject of a series of planning documents published since then. However, there was until 1975 no means of guiding development on private lands; there is still no municipal structure in by far the majority of the shoreline.

Several cottage associations on the Georgian Bay were represented at (and protested vigorously and effectively) the hearings held to discuss the annexation proposals for the Parry Sound-centred area. Lack of notice and time for preparation of positions were cited by the groups during the hearing process.

Following the announcement of the initiation of the Local Government Study in late 1973, the Sans Souci and Copperhead Association initiated discussions with the Province of Ontario, primarily the Ministry of Natural Resources, to

investigate ways of protecting and planning the fragile shoreline and islands. Intensive and uncontrolled development, poor sites and busy boating channels were some of the problems studied during 1974 by the Ministry and the associations.

In January of 1975, an interim development control order was imposed on the unorganized portions of the Georgian Bay shoreline and islands by the Minister of Natural Resources, by means of an Order under the authority of section 17 of The Public Lands Act. Built-up communities, Provincial Parks, and Indian reserves are exempt from the order. In areas where development is considered to be possible without undue damage to the water and land environment, improvement permits are issued for buildings that meet certain guidelines. The program is administered by the Ministry of Natural Resources.

In late 1974, the Georgian Bay Association (GBA) formed a committee to liaise with the Local Government Study Group and to represent the GBA's member associations in Parry Sound District -- Sans Souci and Copperhead, Pointe au Baril Islanders', Bayfield-Nares Islanders', and Key Harbour. The dialogue between the Study Group and the committee has been full, friendly, and beneficial to all parties. In few other areas of the District have there been discussions and co-operation of the level undertaken at the initiative of the GBA committee.

A report entitled Environmental Control, Planning and Local Government in the Georgian Bay Archipelago was released by the Sans Souci and Copperhead Association and the Georgian Bay Association in May 1975. Prepared for these groups by Norman Pearson, it has served as a starting point for a discussion between the above mentioned committee of the GBA and the Study Group on the whole question of municipal and planning needs in the unorganized territory west of Highway 69, centred on the shoreline and island communities of Georgian Bay.

The report's main conclusion was that a single municipality for the immediate shoreline and islands would best serve the needs of the seasonal residents and the fragile environment along the Parry Sound District portion of the archipelago.

The main points of discussion between the committee and the Study Group since May 1975 have been: the number and type of municipalities required; the relationship of the shoreline and islands to such water-based but highway-located communities as Pointe au Baril Station and Britt; and election procedures to reflect the difficulty of seasonal residents' access to the local political system.

This section of the report details our final recommendations on municipal structure in the area. The following section of the report ("Election Procedures") proposes alternative election procedures for the dominantly seasonal areas. Section E ("Detailed Recommendations - Planning and Development") discusses the need for special planning initiatives for the whole Georgian Bay archipelago, including but not limited to the sections within Parry Sound District.

An Archipelago Planning Area

The main emphasis of the Georgian Bay Archipelago Report is on the need to recognize the shoreline and islands of Georgian Bay as a unique recreational area and to devise means of planning and preserving its fragile environment. We agree with the report's repeated references to the need to plan for the archipelago as a single entity. The areas excluded from the interim development control order imposed under The Public Lands Act — the shoreline and island areas in Carling, McDougall and Foley Townships; the Indian Reserves; the service centres of Pointe au Baril Station, Byng Inlet, and Britt; and the Provincial Parks — should all be included within a common development and environmental plan.

We would also agree with the wide definition of the archipelago, suggested in Pearson's report as including the

shoreline and islands from Blind River via the North Channel, to the French River Mouths and the Bustard Islands, through Parry Sound and Muskoka Districts to the islands and bays near Midland in Simcoe County. (page 28) The Pearson Report did not propose how the preparation of policies for the planning and protection of all sections (or even the Parry Sound District section) might be undertaken. The Study Group has addressed the question in the planning section of this final report.

Our main conclusion is that a single municipality for the archipelago -- even for its Parry Sound District section -- is not a requirement for effective, responsive management of the natural and recreational resources of the whole Georgian Bay-North Channel shoreline, which has such a similar fragility and beauty throughout is length. The Province (and, to some extent, the Federal Government) must take the primary responsibility for working with municipalities and groups of residents throughout the area to accomplish effective protection of the whole archipelago.

Municipal Requirements:

As stated above, we agree with the Georgian Bay Association Committee and the Pearson Report in the need for a water-based municipal system separate from the "inland" municipalities. However, we do not agree that the interests of the archipelago residents -- especially when defined by the arbitrary, discontinuous, and temporary area under the Ministry of Natural Resources' interim development control order -- are completely separate from the urban communities at the junction of the so-called highway 69 corridor and the shoreline.

Parry Sound, Pointe au Baril Station, and Britt/Byng
Inlet have developed there because of the Georgian Bay. Each
is or has been a shipping, fishing, and access point,
where the water meets land transportation routes. Parry
Sound and Pointe au Baril are now major recreational service
centres and the main points where seasonal residents and

tourists have access to the Georgian Bay. Each is less than one mile from Highway 69 and is the "head" of a busy small boat channel. The boat traffic along Pointe au Baril Channel and the South Channel (south of Parry Island) is very heavy and is proof of the interaction between the archipelago and these urban centres.

We would observe that the importance of these and other access points is as nodes of activity linking the "outside areas" (the rest of Ontario and even northeastern North America) and the cottages, picnic sites, sheltered bays and shoals visited by seasonal residents and tourists. These east-west links are more important bases for municipal organization than the north-south environmental similarity from the Bustards to Twelve Mile Bay.

Additional factors arguing against the incorporation of a single municipality including the shoreline and islands only are: (1) the merit in incorporating the whole of Carling Township within a Parry Sound-centred municipality, largely because of the probable effects of the Carling Industrial Park; (2) the difficulty of water access along the whole archipelago during freeze-up, break-up, and during winter and summer storms; (3) the necessity in the case of a single municipality of having separate offices or services in the Sans Souci, Pointe au Baril and Britt areas, to provide good access to and for citizens and residents (a single office for the whole archipelago would require considerable travel and inconvenience); (4) the sparse population and development in the portion of the archipelago north of Charles Inlet.

Our recommendations for municipal structure in the shoreline and islands depart from the Georgian Bay Association's proposals the further one goes north. We propose the following: a full municipality for the Sans Souci area; a full municipality centred on Pointe au Baril Station, dominated by the seasonal homes in the Bay portion of Harrison township but including inland portions of Harrison, Shawanaga, and Wallbridge (Harris Lake)

townships; and a single simple form of municipal structure for the permanent settlements of Britt and Byng Inlet.

(9) Sans Souci - Cowper and west Conger geographic townships

Aside from the Georgian Bay Association's preference for the Sans Souci area being a ward of an archipelago municipality rather than a separate municipality, we are in agreement with their suggestions on boundaries. The many islands and miles of shoreline in Cowper and west Conger are the sites of almost 900 cottages. There are few permanent residents, mostly the families of owners or year-round managers of resorts and marina facilities. Access to the area is entirely by water, from Parry Sound via the South Channel and from 12-Mile Bay Road (Muskoka Road 12) in Georgian Bay Township. Sans Souci is relatively self-contained. Although large boats are a requirement of access to these waters, few Sans Souci residents have the time or inclination to travel the entire archipelago frequently, especially as far as the Bustards or Beausoleil. Besides, there is a lifetime of enjoyment and discovery in the shoals and small bays of the Sans Souci portion of the archipelago.

We would include within <code>Sans Souei</code> all but two lots (from concessions III to VIII) of Cowper township and all of Conger township west of lot 35 and west of the South Conger Local Roads Area (see section 7 above for detailed <code>Sans Souei/Humphrey</code> boundary proposal). We would also include some islands west of Parry Island Indian Reserve presently within Conger and Carling Townships. The water <code>Parry Sound/Sans Souei</code> boundary in the vicinity of Sandy Island will be difficult to determine and probably should be decided with the assistance of the Sans Souci and Copperhead Association. Among the larger islands, Bateau and Rose are more accessible from Carling Township locations and should therefore be within the municipality of <code>Parry Sound</code>.

Sans Souci's major responsibilities will include setting and enforcing standards for building, development, and pollution control. A large number of cottages are located on bare islands or have malfunctioning or poorly sited sewage disposal systems. High and fluctuating water levels, boat wakes, and non-resident littering and vandalism are also problems in the area. These and the water-based concerns of congestion, boating safety, and navigation will require discussion and concerted action with residents and other levels of government. Community-wide solutions to the problems of sewage and solid waste disposal, fire protection, and public facilities for boaters will also be major challenges in Sans Souci.

Parry Sound and Sans Souci are interdependent. Negotiation with Parry Sound will be necessary on the issues of road access, marina development, holding tank sewage disposal, and complementary standards for building on islands and shorelines.

(10) Pointe au Baril - geographic townships of Shawanaga, Harrison, and Wallbridge (southern portion)

Compared to the Sans Souci area, the proposed *Pointe* au Baril municipality has somewhat less concentrated cottage development, direct access to Highway 69 and roads off it, and considerable permanent residential development (in the village of Pointe au Baril Station). The incorporation of Carling Township within Parry Sound, the concentration of cottages within the Pointe au Baril area, and the decided gap in shoreline development between Shawanaga Landing and the Oak Islands suggest to us that separate municipal status for Pointe au Baril is more appropriate. Including the village of Pointe au Baril Station within a shoreline-based municipality has been accepted by the seasonal ratepayers. We have received no reaction to the

Research Report's proposals from the Chamber of Commerce,
Local Roads Board or other representatives of the village's
permanent residents. The village is the service centre
for the whole proposed unit and is the highway access point
and "trans-shipment centre" (from cars to boats) for
most water-based seasonal residents in Harrison and Shawanaga
townships. Other access points are Highway 529 (serving
Bayfield and Nares Inlets) and Shawanaga Landing at the
edge of the Naiscoutaing Indian Reserve.

Where our final recommendations depart from those of the Georgian Bay Association committee is in the inclusion of Highway 69, the eastern portions of Harrison and Shawanaga townships, and Harris Lake in southeast Wallbridge township. The Georgian Bay Association would like to see the east boundary of the municipality placed at or somewhat west of Highway 529 and west of Shawanaga Indian Reserve 17 and Highway 559.

Municipal incorporation of all these areas east of Highways 529 and 69 is desirable in the long run, if not in the short run as well. Since they do not constitute a suitable area or minimum level for separate incorporation, their attachment to the Pointe au Baril islands, shoreline, and hamlet area seems the best alternative. While such an alternative may not appeal to the proponents of the archipelago municipality concept, we do not agree that this expansion destroys "the unique character of the shoreline and islands". Rather it extends to all areas in the two townships that may require it a local method of setting policies and priorities for dealing with future possible patterns of growth and change. The whole area has recreational and environment-based concerns. In fact, we find it rather unusual to have to argue, against local cottagers' views at least, for a larger sphere of influence for a proposed community structure, In any case, the overwhelming percentage of patented land, cottages, population, and problems in Pointe au Baril is in

its island and shoreline portion.

The following factors went into our choice of eastern boundaries for *Pointe au Baril*:

- There are over 150 cottages on Harris Lake. This concentration of seasonal homes, we think, requires local participation in the preparation and enforcement of building, site, road access, and environmental policies. Harris Lake cannot constitute a viable municipality on its own. Its ratepayers share interests and concerns with the Pointe au Baril area. The downstream effects of Harris Lake's water quality on the Naiscoot River system and Georgian Bay should constitute an important link between the "inland" lakes and the shoreline. To the best of our knowledge, Pointe au Paril serves as the local shopping centre for Harris Lake cottagers certainly more so than Britt which is farther away and is not on the southern Ontario Harris Lake travel route.
- The same arguments apply to private lands on Naiscoot Lake, which is accessible from Highways 69 and 529 and whose effluent flows into the Naiscoot River system.
- All of Highway 529 and the land it accesses should be in *Pointe au Baril*. Highway 529 is the only access road to Sturgeon Bay Provincial Park, to cottages and resorts on Nares Inlet and Bayfield Inlet (via 529A), and to waterfront development in the Manbert area between Highway 529 and the C.P.R. line.
- Black Oak and Rock Island Lakes, while they are "inland lakes", are immediately accessible from Highway 69 and affect the Shawanaga River downstream from them. They do have a relationship to the shore. Dwellings and lots on these lakes and along Highway 69 immediately north of Shawanaga Indian Reserve are also the most likely to be converted to year-round use, since the Carling Industrial Park is within a 10-minute drive. There are no restrictions

on the use of cottages, mobile homes or other dwellings in this area of Shawanaga township. In fact, there is no building inspection in unorganized territory except for the islands and shoreline of Georgian Bay.

- The potential development impact of the industrial park will be greatest in Shawanaga township in the small portion of patented land on Highway 559 between the Shawanaga/Carling boundary and the Shawanaga Indian Reserve.
- Wilson Lake is accessible by a private road from Highway 69. Especially with its proximity to the industrial park, this corridor may be subject to development pressure in the future. There is presently a snowmobile trail connecting Wilson Lake and Clear Lake (just west of Ardbeg). A long-term possibility is the development of a full road link between Highways 69 and 520. The development of such a road link might be justified to increase the accessibility of the Ardbeg, Wahwashkesh Lake, and Maple Island areas to Highway 69 and to the Carling industrial park. The connection of Highway 522 with the Lost Channel Road in Blair township is a precedent for this kind of access improvement in west Parry Sound District.

The questions of area representation and service levels are best left to the residents and the new council. However, we suggest that Pointe au Baril Station be considered as a separate ward for local election purposes and as an urban service area for the levying of some property-related services. The costs of street lights, sidewalks, and garbage collection in the public dock and commercial areas should be levied against the whole municipality's assessment because these services benefit the whole community.

We recommend that a full municipality be established for the townships of Harrison and Shawanaga and those portions of Wallbridge township south of the following line (reading east to west): the southern boundary of the Magnetawan River Park Reserve; the concession II/III line west across Highway 69 to the east boundary of Naiscoutaing Indian Reserve 17A the north boundary of Naiscoutaing Reserve; the west boundary of Naiscoutaing Reserve as far south as the Naiscoot River; the Naiscoot River center line to its entry into Charles Inlet; and west along Charles Inlet to Georgian Bay.

(11) Britt Community - portions of the geographic townships of Wallbridge and Henvey

North of *Pointe au Baril*, permanent population is concentrated in the hamlets of Britt and Byng Inlet. Seasonal population is scattered, with concentrations of cottages and resorts (mainly fishing camps) at the mouths of Byng Inlet and The Key (Key Harbour) and on the lower French and Pickerel Rivers. Indian reserves occupy a large portion of the mainland.

East of Highway 69, the major rivers draining central and north Parry Sound District -- the Magnetawan, the Still, the Key, the Pickerel, and the French -- flow through almost uninhabited land, largely in Crown ownership. The Lost Channel Road is now (July 1976) connected with Highway 522 and east Parry Sound District by the completion of the "S" Narrows Bridge. This new link will put pressure on the lakes and rivers of the Pickerel system in the area west and north of Port Loring but will also enable the creation of a highly promising circle route for tourists and sportsmen, surrounding Lake Nipissing and the upper French River.

The Georgian Bay, the French River Mouths (the many-channelled deltas of the French and Pickerel Rivers) and the large inlets dominate the area west of Highway 69. North of the proposed *Pointe au Baril* municipality there are approximately 350 cottages. The largest concentrations are on the Byng Inlet (east and west of the Britt and Byng Inlet communities); and at Key Harbour at the mouth of The Key.

Elsewhere along the Georgian Bay and on the many channels of the Pickerel and French Rivers there are areas of scattered cottage and camp development.

We do not consider the area north of *Pointe au Baril* suitable or populous enough for full municipal status. The seasonal base and its connections with the rest of the archipelago to the south and west are too diffuse to constitute a good base — even with the permanent settlements of Britt and Byng Inlet — for municipal services or representation. And, unlike Pointe au Baril Station to the south, Britt is less a recreational service centre than a relatively large village with interests and problems quite separate from the seasonal residents of the Bay and nearby lakes.

We feel strongly, however, that a basic form of general municipal government is required in the Britt area. Separate groups administer roads, the public school, health, fire, and recreation services. A recent inquiry from a citizens committee indicated tht the local roads board was interested in providing street lights, a power they cannot now legally assume.

The rocky nature of Britt's location and the unplanned nature of the townsite's early development has created housing and environmental problems. Until very recently, land ownership problems (many families did not have property deeds) made planned solutions to pollution problems difficult. Without municipal status, assistance from the Ministry of Environemtn for a community and water sewage treatment project is impossible.

For this and other reasons, we recommend that a single form of general-purpose organization and representation be made available to the residents of Britt and Byng Inlet, similar to that proposed above for the Argyle area. Recognition of a single community voice and its legal recognition for grant and project purposes may enable local approaches and solutions to problems found in many large unincorporated

communities in Northern Ontario. The basic functions of local roads, recreation, fire prevention and protection, and related administration could easily be performed by this size of community. Boundaries, additional functions, and financial assistance should be discussed by the residents.

Elsewhere in the northwest portion of the Study Area, the territory should remain unorganized for municipal purposes.

We do not consider the needs of the areas outside the immediate vicinity of Britt and Byng Inlet sufficient to justify the formation of a separate municipality. Their connections with the Pointe au Baril area are too tenuous to justify inclusion with that proposed municipality. However, we do recognize the merits of adopting planning guidelines and development controls for the whole of the Georgian Bay archipelago that reflect its character and problems. this we support the Georgian Bay Association and the archipelago report. The seasonal residents (and the few permanent residents as well) north of the municipality of Points au Baril and outside the proposed Britt Community deserve separate representation on the proposed West Parry Sound Joint Planning Board and on any Provincial-municipal committee or other organization formed to prepare and implement development policies governing the whole Georgian Bay and the northwest portion of the District.

TABLE II-3 SELECTED CHARACTERISTICS OF PROPOSED MUNICIPALITIES

PROPOSED MUNICIPALITY	PRESENT PARTS Name	Code	PERM.	Perm.	Seas-	S Total	1976 GRANT
# Name			*		onal		(WEIGHTED) POP'N
l HIMSWORTH	Nipissing N. Himsworth (pt Powassan	N) NH P	933 E 475 1215	296 126 345	427 48 0	723 174 345	1224 561 E 1215
IIIMSWORIII	S. Himsworth Trout Creek Chisholm	SH TC CH	1242 625 834	351 164 ?	0 ?	353 164 370	1242 625 865
	TOTAL		5324	1282	477	2129	5732 E
2 ARGYLE COMMUNITY	Hardy (pt) East Mills (pt) McConkey Wilson (pt)	HY EM MC WI	90 492 37 142	35 192 20 54	101 24 80 114	136 216 100 168	173 508 107 235
	TOTAL		761	301	319	620	1023
3	Lount Machar Laurier	LO MA LA	81 427 121	36 216 54	103 295 26	139 511 80	170 710 148
ALMAGUIN	South River Ballantyne Paxton	SR BA PX	1092 0 0	380	; 0	380	1092 0 0
	Joly Strong Sundridge	J ST SU	67 1139 648	30 335 294	39 240 7	69 575 301	102 1238 683
	TOTAL		3575	1345	710	2055	4143
4	Armour Burks Falls Ryerson	A BF R	756 828 346	355 325 167	364 0 129	719 325 296	1102 828 477
MAGNETAWAN RIVER	Chapman Magnetawan Croft Spence	CP M CR SP	303 195 224 50	117 87 90 35	314 20 254 72	431 107 344 107	561 377 436 122
	TOTAL		2702	1176	1153	2329	3903
5	Proudfoot Butt (pt) Bethune	PT BT BE	70 0 105	67 0 57	251 0 94	318 0 151	312 0 196
EMS DALE	McCraney (pt) Kearney Perry	MY K P	0 288 890	93 430	? 47 417	140 847	0 659 1299
	McMurrich Monteith	MM MN	358 42	232	104	336 194	519 190
	TOTAL		1753	931	1055	1986	3175

IMPORTANT - See Table II-4 to explain differences between this table
and the Study Group's detailed boundary recommendations.
* 1975 municipal populations; 1974 in unorganized townships

[?] No information

⁽pt) Part of township - see Table II-4 and Map 7
E Estimated

C	1974 EQUALIZED ASSESSMENT		COMMUNITY OF INTEREST INDICATORS (Name of district, route, etc. is in code) Public Post 'Phone Local				
D E	(\$'000)	Per Capita (Weighted)	School District	Office (RR#)	Exchange	Roads Board	
N NH P	11,915 16,191 8,136	8,653 13,651 7,056	N;TC NH; Calland P	Call;N;P(2,3) Callander P	* Call; P P	None "	
SH TC CH	13,548 3,179 3,789 53,552	11,133 5,657 3,982 8,805	SH;TC TC Chisholm	P(all);TC TC P(1,4) and Astorville	P;TC(pt) TC P	R H	
HY EM MC WI	2,674 4,594 2,026 4,956 14,250	15,548 9,114 18,939 21,269 14,026	Argyle School	Loring Port Loring Arnstein	Port Loring	Meme-sag' Meme-sag'	
LO MA LA SR BA	3,493 12,875 3,074 7,542 n.a.	20,669 18,008 7,231 7,231	SR; TC (sm) SR	SR;SU SR (2) SR	SR;SU SR SR;TC (sm) SR SR	Lount Laurier; LA & BA	
J ST SU	3,222 19,933 8,400 58,539	25,373 17,991 11,635 14,523	SU;SR(sm)	SU (1) SU (1,2) SU	SU;SR (sm) SU	The state of the s	
A BF R CP M CR SP	19,225 7,506 9,067 11,107 2,145 10,968 2,881 62,899	16,502 8,510 18,429 20,569 5,181 25,273 23,612 15,534	BF; SU(sm) BF BF; M(sm) M M M; Dunch. M; MD	BF(1,2,3) BF BF(1,3) SU(2);M;BF(3) M M(1,2) M(1)	BF;SU; Emsd. BF (sm) BF;M M;SU M M;Spruce.		
PT BT BE	7,867 4,695	25,296 24,076	Kearney	K K	Emsdale	Proudfoot Bethule	
MY K P MM MN	2,114 7,867 8,733 5,470 50,090	5,394 25,296 12,843 28,944 15,882	Kearney K; Emsdale BF; Emsd	K Emsdale Sprucedale	Emsdale Emsdale/Spr.	 East Bear Lake	
			(sm)= small part of township	RR#1 unless otherwise noted	* Callander(TC; Restou		

TABLE II-3
SELECTED CHARACTERISTICS OF PROPOSED MUNICIPALITIES

PROPOSED MUNICIPALITY # Name	PRESENT PARTS	Code	PERM. POP'N	HO Perm.	USEHOLI Seas- onal	S Total	1974 GRANT (WEIGHTED) POP'N
6	Ferrie McKenzie	FE MZ	17 91	1 45	5 213	6 258	16 276
FAIRHOLME	Hagerman McKellar Ferguson(pt)	HA MK FG	336 467 130	124 193 53	400 505 160	524 698 213	561 893 265
	E. Burpee (pt) Burton (pt) TOTAL	EB BU	43	0 32 448	19 100 1402	19 132 1847	16 139 2266
7 HUMPHREY	Christie Rosseau	CR R	303 255	124 135	484	608 136	709
	Humphrey Conger (pt) TOTAL	HU CG	619 78 1255	132 31 422	842 688 2015	974 719 2437	1224 599 2815
8 PARRY	Foley Parry Sound McDougall	FO PS MD	1052 5470 2342	314 1935 794	560 2 256	874 1937 1050	1430 5470 2436
SOUND	Ferguson(pt) Carling	FG CA	0 558	2 163	3 885	5 1048	4 1245
	TOTAL		9422	3208	1706	4914	10,585
9 SANS SOUCI	Conger (pt) Cowper	CG CW	5 4 4 0	0 1	262 607	262 608	254 534
	TOTAL		94	1	869	870	788
POINTE AU BARIL	Shawanaga Harrison Wallbridge(pt)	SH HS WA	33 246 2	19 74 1	209 712 157	228 786 158	212 819 132
	TOTAL		281	94	1078	1172	1163
11 BRITT	Henvey (pt) Wallbridge(pt)	HE WA	175 535	55 164	0 79	55 243	175 549
COMMUNITY	TOTAL		710	219	79	298	724

IMPORTANT - See Table II-4 to explain differences between this table and the Study Group's detailed boundary recommendations.

^{* 1975} municipal populations; 1974 in unorganized townships ? No information

⁽pt) Part of township - see Table II-4 and Map 7
E Estimated

TABLE II - 3

C	1974 EQUALIZED ASSESSMENT		COMMUNITY OF INTEREST INDICATORS (Name of district, route, etc. is in code) Public Post Phone Local				
D E	(\$'000)	Per Capita (Weighted)	School District	Office (RR#)	Exchange	Roads Board	
FE MZ HA MK FG	169 5,417 9,690 5,417 3,477	9,953 19,628 15,307 19,628 13,023	Dunchurch (White- Stone Lake) MD MD	Mag (2) Dunchurch (2) PS(1)	MK	Croft(pt) Ferrie MZ.EB.BU Ferguson	
EB BU	282 930 34,666	31,339 8,018 15,335	MD; Dunch. Dunch.	Dunchurch (2)		MZ,EB and BU	
CR R HU CG	12,666 2,302 28,072 10,581 53,621	20,495 8,162 20,903 16,329 18,548	Humphrey HU+Mactier	PS(2) R R, PS(2) PS(2)	R, Otter Lake (sm) R, Mactier (Otter (sm) L, MacTier	ISOUTH CO	
FO PS MD FG CA	58 47,278 29,400 22,214 25,913 124,863	14,450 8,346 12,575 14,711 19,602	F;HU(sm) PS(3) MD;Nobel MD Nobel	PS PS(1,3) Nobe1 Nobe1	Otter L,PS PS (PS,MK, Nobel	None	
CG CW	8,042 12,100 20,142	31,051 22,702 25,432	MacTier(sm) S.Souci;HU PS; Foley; S.Souci		 PS(n.part)		
SH HS WA	5,848 16,121 1,662 23,641	27,761 20,227 12,590 20,737	Nobel P.au Baril Britt	Nobel P.au Baril	Pointe au Baril (Prau Brit (Britt(sm))	Skerryvore P.au Barii Harris Lk.	
HE WA	1,154 3,191 4,345	6,595 5,964 6,119	Britt	} Britt } (no R.R.)	Britt	}Britt WA	
			(sm)=small part of township	RR#1 unless otherwise noted			

TABLE II-4

DESCRIPTION OF SPLIT TOWNSHIPS
IN RECOMMENDATIONS AND FINANCIAL ANALYSIS,
INDICATING ASSESSMENT SUBDIVISIONS INCLUDED

→ ...Used for Tables II-1 and II-3

	STUDY GROUP RECOMMENDATIONS CHAPTER 2(B)		FINANCIAL ANALYSIS CHAPTER 3
HIMSWORTH			
N. HIMSWORTH	→01, 02, 05		→ 01 - 06
ARGYLE COMMUNITY			
E. Mills	06 - 07		→ 05 - 07
Hardy	05		→ 05, 06
McConkey	01		→ all
Wilson	03		→ 03, 06
MAGNETAWAN RIVER			
Croft	all but parts of 05, 06		→ all
<u>EMSDALE</u>			
Monteith	part of 01 (west of Lot 20)		all
<u>FAIRHOLME</u>			
Croft	parts of 05, 06	none	(all in Magnetawan River)
Burton	01, 02, 03		01, 02
E. Burpee	01, 02		 01, 02
Ferguson	01, 02		1 01, 02
<u>HUMPHREY</u>			
Monteith	west of lot 20		→ none (all in Emsdale)
Conger	01 - 09 (except 1 lot in 07 and 1 lot in 11)		→ 01 to 09

See Footnote on page opposite

TABLE II-4

	STUDY GROUP RECOMMENDATIONS	FINANCIAL ANALYSIS
PARRY SOUND		
Ferguson	03 (most)	03
SANS SOUCI		
Conger	10 - 15 (except 1 lot in 11)	→ 10 - 15
POINTE AU BARIL		
Wallbridge	part of 01) 01
BRITT COMMUNITY		
Henvey	part of 01	→ 01
Wallbridge	part of 02	02

IMPORTANT NOTE:

Relatively insignificant portions of the following townships are included in the detailed boundary recommendations for the indicated proposed municipality (in italics below) but were not included in the financial analysis (Chapter 3) or in Tables II-1 or II-3.

Himsworth - Laurier, Pringle
Almaguin - Proudfoot, Armour

Emsdale - Ryerson, Armour, Huntsville

Fairholme - McDougall

Humphrey - Georgian Bay Township

Parry Sound - Cowper, Christie, Humphrey

Sans Souci - Carling (islands)

REFER TO: Map 7 (back of report) and Atlas Map 15



ELECTION PROCEDURES

Elections in all Ontario municipalities are carried out using the same principles, procedures, and protections, which are set out in The Municipal Elections Act, 1972.

Elections are held the first Monday in December in even numbered years with the next Ontario municipal election date being December 6, 1976. Election preparations begin in the Spring when each municipal clerk divides the municipality into polling subdivisions. Early in September, a province-wide enumeration of households is conducted to prepare an accurate voters list. By law, this is posted in October to enable corrections and updates to be made. Nominations for the elected positions of mayor, reeve, councillor, education trustee, hydro commissioner, etc. are open in mid-November. The elections take place the first Monday of December in the municipality. At least one advance poll must be held prior to election day. Municipal election procedures are presently under thorough review by the Ontario Ministry of Treasury, Economics and Intergovernmental Affairs and the municipal associations of Ontario. The review was prompted, in part, by some public and municipal concern about the early December election date.

The Study Group feels that the present legislated procedures for municipal elections would be adequate for the full municipalities proposed in this final report. We accept the basic provisions: a two-year term; common term and election date for all elected bodies; voter and candidate qualifications; local polling stations; and the present enumeration, nomination, and election procedures. However, there are two areas where the standard procedures are not entirely appropriate: (1) voting by seasonal residents, and (2) procedures in proposed communities of Britt and Argyle.

(1) Voting by Seasonal Residents:

Access to the electoral system by non-permanent residents is difficult under the present procedures of The Municipal Elections Act, 1972. The great majority of the 12,000 seasonal home owners and many more land-owners in the District are eligible voters but are permanent residents of areas some distance from their property.

(American property owners and other non-Canadian or non-British subjects are not allowed to vote in municipal elections.)

While many seasonal residents spend all summer in the area (and in some cases from May through October), November and early December are not popular or convenient months for even weekend trips to cottages or camps. Although actual figures on voter turnout by type of resident are not available for most municipalities, we suspect that few seasonal residents vote in both their year-round and seasonal home areas.

Distance has serious implications for the representation of seasonal interests. Very few seasonal residents run for municipal office. In four important recreational counties and districts, only five municipalities have seasonal residents on council: two councillors in Matchedash Township (Simcoe County); one councillor in Glamorgan Township and two councillors in Stanhope Township (Haliburton County); one councillor in Georgian Bay Township (Muskoka District); and two councillors in Humphrey Township (Parry Sound District). All but one of these people live in the Toronto area. This representation is far out of balance with the number of seasonal ratepayers in these four areas, with the increase in local environmental and servicing issues, and with the share of municipal costs that seasonal residents bear.

Humphrey Township is a unique example of cooperation between seasonal and permanent residents, combining the skills, time, and interests of both classifications of residents. The trend toward year-round recreation and cottage use and to early retirement combine in Humphrey to produce an awareness of shared interests in municipal issues. But accessibility to decision-making is still a problem for seasonal ratepayers.

In some of these recreational areas cottage and ratepayers associations have taken an active interest in municipal affairs. Some participate in municipal elections by having members attend candidates' meetings, by circulating material about issues and candidates, and on occasion by supporting certain candidates. A number of cottage associations, including several in Muskoka and the Federation of Ontario Cottagers Associations, Inc. have discussed the issue of access to voting and a more equal share in local decision-making. During the Parry Sound Study, representations from a number of associations on the Georgian Bay, coordinated by a committee of the Georgian Bay Association, have suggested that the Study Group consider the matter in making its recommendations for municipal reform. This we have done.

Observations and Recommendations

The Study Group believes that the municipal election procedures in some areas of Parry Sound District deserve special attention. In the proposed municipalities of Pointe au Baril and Sans Souci, for example, the combined factors of distance from permanent homes, late fall weather, accessibility problems, and the overwhelming dominance of seasonal residents all argue for some consideration of alternatives to the present system. In most other areas, seasonal residents are generally not as organized, not as involved in the local community, and are a less cohesive municipality-wide force. Humphrey Township and the seasonal communities of Wah-Washkesh, Sand Lake, Ahmic-Neighick, and individual lakes in Conger and Foley are the main inland exceptions to this observation. Even these groups (except the Humphrey Ratepayers' Association) occupy only a small portion of the municipalities proposed in this report.

It is notable that all except Humphrey and Foley are presently unorganized territory.

Two alternative provisions for improving seasonal participation in the election process might be considered:
(1) a more favourable election date, and (2) more favourable conditions for access to the voting process itself.

The <u>election date</u> is one of the issues being reviewed by the Province. Many have suggested that a summer or early fall, or even mid-fall October or November election date would be preferable to the present early December election date. However, a number of problems and considerations present themselves:

- (a) A significantly earlier election date (for example, early November and sooner) would leave little time for the fundamental and complex procedures of enumeration, voters list amendment, and nominations.
- (b) A summer enumeration is impractical, given the mobility of Ontario residents in the summer months. Drastic changes in the whole system -- for example, to a permanent voters list putting the onus for updating on the individual -- would be required for a September or October election date.
- (c) Local weather conditions influence voting since they affect road and water access. Good mid-December weather when the ice is in and local roads are hard is probably preferable to muddy November conditions. December storms the cause of some concern in Southern Ontario over the present election date are routine and anticipated in the area more so than October or November storms, which can be more disruptive mainly because they are considered to be "early".

A number of additional methods of improving
access to voting might be considered. The two most promising include a mail ballot and remote (non-resident) polls. Other possibilities include: organized mass transportation by bus, either to local polls or remote polls; and telephone balloting, using voter and candidate identification codes and recording machines.

These latter two have not been used or studied, to the best of our knowledge, except for occasional organized "voting trips" by seasonal residents to advance polls in a few recreational townships.

The mail ballot was given considerable attention and support by Donald Paterson in his Muskoka District Local Government Review. Satisfactory experiences in New Zealand, the United Kingdom, and some American states were related, with no apparent abuses cited. In some of these jurisdictions, postal balloting is a method of voting applicable to servicemen, travellers, and others absent by reason of occupation from their permanent homes. In Ontario, provisions for proxy voting have been established for these purposes.

The introduction of postal balloting in some of New Zealand's rural counties in the mid-1960's substantially increased resident participation and voting turnouts. Although Mr. Paterson recommended that a postal ballot system be established in Muskoka, the necessary provisions in the Muskoka legislation or changes in Provincial legislation were not made. Several groups in the Parry Sound area have suggested a mail ballot, citing its use by numerous professional associations.

While not rejecting a mail ballot completely, the Study Group is of the opinion that it has drawbacks. A separate system for mail voter registration, careful scrutineering, and different ballots would be required. More important, though, is the lack of reliability in mail delivery. The uncertainty of a ballot being delivered on time would affect confidence in the electoral system, whereas there is no uncertainty when a citizen sees his or her ballot placed directly into a sealed ballot box.

If adopted, a mail ballotting system must be available to all residents and not just seasonal or absentee owners. That is, voting shouldn't be easier for a non-resident than for a permanent resident living some distance from the nearest municipal polling station.

A second method of improving access for some residents is the "remote" or non-local polling station. Under present legislation all polling stations must be situated within the municipality.

Remote polls have the advantage of enabling voting in person, regardless of the election date or local weather conditions. No separate enumeration or registration system would be required as long as the preliminary voting list is accurate. However, there are also some disadvantages to this suggestion. First, how are the remote locations to be chosen? Polls in Toronto, Hamilton, and Ottawa would enable access for the many seasonal residents of Parry Sound living in or around these centres but would not improve access for residents of other centres. Second, at least two election officials would be required for each remote poll, meaning either that only a large municipality could afford the cost of remote polls or that different days (probably Saturdays) would be chosen to enable a small election staff to visit all the remote polls in turn. It is possible that an alternative remote poll system could be worked out, perhaps through individual cottagers associations or the Ontario Cottagers Federation, whereby a common polling station could be established for all participating vacationland municipalities, with appropriate consolidation of voters lists and officials by county or district.

Both the mail ballot and remote poll ideas would require very detailed examination. However, it appears that while a mail ballot would enable all residents to participate, it may be less reliable than voting in person at a polling station.

The inflexibility of election procedures and the interest which present resident groups in Parry Sound District have shown in this issue are the primary reasons the Study Group recommends that a pilot project be considered in interested new municipalities in the Parry Sound District. The establishment, as proposed, of two relatively similar and dominantly seasonal municipalities for the Sans Souci and Pointe au Baril areas would create an ideal opportunity to test new systems. Two testing methods are possible. One municipality could use a mail ballot and the other a remote poll. A heavily seasonal township like the proposed Fairholme or Humphrey could act as a control (no change from present system). Alternatively, one municipality could use one or both methods and the other similar municipality could act as a control. The first proposal is probably superior. Careful and complete records (subject only to confidentiality requirements) should be kept and the results made available to the public.

Whatever method were adopted, reliability, equal access, and cost should be the criteria used and assessed -- in that order. Safeguards ensuring that each ballot is both secret and counted should always be strictly followed.

Regardless of any changes to the election system, municipalities throughout the District should establish as many local polling stations as feasible to enable the greatest possible access of local residents to voting.

(13) Municipal election procedures in the proposed municipalities of Sans Souci and Pointe au Baril should be varied from The Municipal Elections Act to allow a mail ballot and remote polling stations on a trial basis.

(2) Election Procedures in Proposed Communities:

We have proposed that simple multi-purpose municipalities be created in the Britt and Argyle areas. Their functions would include the representation of local interests on servicing and general issues and, where possible, the direct undertaking of roads, recreation, fire protection, and other basic urban services.

This simple but multi-functional community council structure is based largely on The Northern Communities Act which was legislation introduced as Bill 102 in 1974. The legislation didn't receive more than first reading in the Legislature and consequently is not law. However, the proposed legislation was the focal point for public meetings in Northern Ontario communities during 1974 and 1975. At most of these meetings, the issue of election procedures was raised. The bill proposed that the standard procedures for all municipalities, established under The Municipal Elections Act 1972 and some Municipal Act sections, also be used for the election of community councils.

The Study Group suggests that the election procedures for Britt and Argyle need not be as detailed and cumbersome as those for full municipalities. The compactness, small population, and limited staff resources suggest that simpler methods are possible and desirable. Both areas have or have had local roads boards and statute labour boards. Election of road trustees are held by the public meeting method. While we are not proposing that the nomination and voting procedures be open to this extent, we would argue that some local citizens are used to simple and direct methods of choosing representatives. An important consideration is that elections for school board trustees representing these areas are already held by Municipal Elections Act procedures.

We have the following observations to make on various parts of the important election process in the proposed Britt and Argyle communities:

Election staff The chief administrative officer or clerk of a municipality is the chief election officer or "Returning Officer". In the case of the communities, the Secretary-Treasurer (probably the only staff member on a full or part-time basis) would be the Returning Officer. Additional people required for administering the election would include Deputy Returning Officers (DRO's) if more than one polling station were required and poll clerks. They are usually paid a nominal amount for work on election day only. Local enumerators might be required by the Province's Assessment Division for the pre-election enumeration process.

Qualifications of voters and candidates We suggest that the basic qualifications in The Municipal

Elections Act, 1972 and The Municipal Act be used for the community councils. That is, voters must be 18 years of age and older, Canadian citizens or British subjects, and either permanent residents of the community (ratepayers or tenants) or non-resident land owners. People qualified as voters are qualified to be candidates.

Number of positions We propose that the size of the community council be based on local wishes but that it have at least five members.

Election procedure and ballots are simplified by having the head of council (chairman or reeve) "indirectly elected", that is, selected from among the successful candidates at the council's first meeting and not by the electors directly.

Consistency with school board elections

Elections for school trustees are held on municipal election day.

It is mandatory that the community council and education elections in these two areas be held at the same time and be overseen by the same officials, to avoid confusion. Electors would vote for the school trustee(s) and community council members on the same composite ballot.

Enumeration procedures

The purpose of enumeration is to ensure that every eligible elector is identified and listed. A first list is prepared

from the assessment roll by the Regional Assessment Commissioner, starting in early September. This should be a fairly simple process in each community since the number of residents and non-resident ratepayers is relatively small.

Revision of voters list

There are normally a number of opportunities for revising the list.

Three of these should be used in the communities. The Secretary-Treasurer can correct obvious errors in the assessment roll list (e.g. incorrect school support, misspellings) before posting it as the "preliminary list of electors". After posting, a revision period of at least two weeks is usually required for revisions to be requested by electors and to be made by the Returning Officer. This period could be shortened considerably in each area. Finally, electors can receive a ballot on election or advance polling day if they make a declaration under oath that they are qualified to vote.

Nominations

Normally a candidate must submit a nomination paper signed by 10 qualified electors vouching for the candidate and stating that the candidate is qualified to stand for office. We suggest that all that should be required of candidates for community council is the submission of a form indicating his or her intention to stand for office and that the qualifications have been met. A minimum period of one week is specified in the legislation. In the communities, a nomination day or deadline date might be the only required time stipulation. This would require the Returning Officer to be in the community office to receive nomination papers for a limited time period only.

Insufficient number of candidates

If there are the same

number of candidates as there

are positions vacant when

nominations close, all candidates are acclaimed as council members and no election is necessary. If there are fewer candidates than positions, then the candidates are acclaimed and a new election with all the necessary procedures is called to fill the vacancy or vacancies. Small municipalities often have acclamations or unfilled positions. However, we suggest that if there is sufficient local support for the establishment of community councils in Britt and Argyle then there will be enough people to have all positions filled by acclamation if not by a good election contest.

Proxy voting The Municipal Elections Act, 1972 entitles an individual to appoint a person to vote for him if he is unable to vote in person because of a physical handicap, absence through attending school out-of-town, or absence because of business (e.g. a railway worker or armed forces member). Proxy provisions should be available to community council electors as well.

Advance polls

The Municipal Elections Act, 1972 specifies a compulsory advance poll on the Saturday nine days before the Monday election day and any other advance poll(s) the Returning Officer thinks necessary. In the communities only one advance poll should be required.

Election polls

The Municipal Elections Act, 1972 requires the Returning Officer to be at election headquarters and a DRO and poll clerk to be at each polling station. We would suggest that only one polling station should be required in each community, probably at the school or largest church in each. The Returning Officer would be on hand to supervise proceedings, administer all oaths for electors not on the voter's list, and to count the ballots immediately.

There are special provisions for nursing home residents, allowing in-home polling and enabling an election official to bring a ballot and ballot box to a resident at his or her bedside. This provision should be available to residents of the White Eagle Home in Port Loring.

Post-election

The standard procedures for all municipal elections should be maintained for post-election needs in the communities. Final results are certified by the Returning Officer and posted or published after a final tally. Applications for recounts in close votes or for legal decisions on alleged irregularities would each go to a District Court Judge.

⁽¹⁴⁾ Municipal election procedures in the proposed communities of Britt and Argyle should be varied from those required by The Municipal Elections Act, to achieve a simplified system, especially in the area of nominations, advance polls, and election officials.

SECTION C

DETAILED RECOMMENDATIONS - LOCAL FUNCTIONS

MUNICIPAL ADMINISTRATION

The Study Group believes that a major reason for and benefit from larger municipal units is improved administration. With few exceptions, the present municipal system is not able to support a full-time specialized staff to assist elected councils in providing the level of services that are needed and that residents are demanding. The geographical and functional fragmentation of the Study Area's present municipal system -- that is, the inappropriate boundaries, small assessment and population bases, and the large number of bodies and agencies separate from the elected councils' direct authority -- is also largely responsible for the general lack of policy development at the municipal level. Some repetition of observations contained in the Research Report and enlargements upon them will illustrate this:

- Nine municipalities in the District have a part-time clerk-treasurer only; a further 9 have only one full-time administration staff member (the clerk-treasurer).
- Eight municipalities have a two-person office; in most cases one person provides clerical, accounts, and general office assistance.

- Very few clerk-treasurers have the basic training recognized by the Ontario Association of Municipal Clerks and Treasurers (AMCT); only 8 are members of that association.
- •In smaller municipalities, financial work and advice to council is done partly by the Ministry of Treasury, Economics and Intergovernmental Affairs (TEIGA) advisory staff and the municipality's auditors.
- Most clerk-treasurers are generalists, providing a wide range of services to residents, general advice to council, and personally undertaking the many important but sometimes petty details of day-to-day municipal business.
- •Many clerk-treasurers wear other hats, acting as staff for public utilities commissions, library and planning boards, and occasionally as building inspectors or by-law enforcement officers.
- The increasing number of council and other municipal meetings (one per week or more often) are usually in the evening, making a very full week for a full-time or even part-time clerk-treasurer.
- "The proportion of municipal expenditures spent on

 "general government" varies inversely with population. This
 category includes administrative salaries, rent, and
 numerous expenses. The average in 1974 was 17.2% of
 total municipal expenditures. Some larger municipalities
 spend proportionally less (for example, Parry Sound 15.6%,
 Foley 16.8%). Six of the nine towns and villages spent
 proportionally much more than the average, including
 Kearney (50%) and Magnetawan (29%). Powassan and Sundridge
 each spent just about the average. (See Table III 8,
 Research Report.)

- The smaller municipalities apparently spend relatively more on administration. Economies of scale in such areas as buying materials, computerized tax billing, audit and legal costs can be realized in larger municipalities.
- •In unorganized territory, limited services are provided by local roads boards, by volunteer recreation or fire groups, or free of charge by the Province. Provincial services normally provided by municipalities include garbage dumps, welfare, and limited fire protection.

 In this area there is no overall local government or local administration.

Major changes in the level and quality of administration are required to meet the challenges of municipal government in the 1970's and beyond. Most important, the administration must be full-time to provide access and service for the residents and to provide a sufficient challenge to attract the necessary expertise. Municipal government is a full-time specialized business. Pooling assessment and resources enables the full-time staff to specialize in certain aspects of municipal administration, for example financial budgeting and accounting; preparation of minutes, reports and by-laws as requested by council; land-use planning or community facility co-ordination. A one or two-person municipal office is too busy to afford staff the challenge or time to specialize or become experts in a particular field.

The primary function of municipal administration staff, particularly the clerk and the treasurer, is to provide advice to council. Council members are not full-time municipal politicians and have limited time both for the very time-consuming details of municipal administration and to consider policy alternatives and future directions for the municipality they represent. A fully competent and full-time administration is necessary to deal from a position of strength with increasingly complex issues.

These issues are the subjects of discussions with government (particularly the Ministry of TEIGA on financial and legislation matters and with the Ministries of Housing, Environment, and Transportation and Communications on land and development matters), solicitors, auditors, developers, residents groups, and nearby municipalities. Without such expertise and "clout", municipalities will continue to lose the advantages of Provincial grants, technical advice and joint programs. They will not be considered by some Provincial ministries as legitimate policy-making bodies but merely as fragmented service agents. They will be unprepared for growth and changes in community needs.

The Study Group believes that the proposed municipalities are each large enough to support a basic level of full-time qualified administration in the most necessary areas. Decisions on service levels, staff requirements, and practices should be made locally. However, we would suggest that each new municipality should have at least a full-time clerk-treasurer and other full-time administration staff (clerical, accounting, tax collecting, etc.) sufficient to meet the volume of work in the enlarged areas. The larger proposed municipalities (Parry Sound, Himsworth, Almaguin) could well afford both a full-time clerk and treasurer. Support functions related to water and hydro-electric service administration and other local boards varies with the area but in most cases they could be met from the present staff.

The present municipalities have a total administration staff equivalent to 41.5 full-time positions. This ranges in the proposed units between 1.5 in Fairholme and 13 in the Parry Sound urban area. Some shifts in the latter might occur with the creation of new municipalities in presently unorganized territory, since education taxes there are now collected by the Town of Parry Sound. In most municipalities proposed (all except Fairholme, the two island-based units and the communities of Britt and Argyle), the existing numbers of administration staff would probably be quite adequate, with additional training in some cases.

Retirement and transfers to other required positions (for example, building inspection and by-law enforcement) would likely occur where there is some overlap in part-time staff at the present time. Staffing decisions must be left to the new councils.

- (15) Each proposed municipality should employ full-time administrative staff, including a clerk-treasurer and full-time tax collection, clerical and other staff sufficient to serve the municipality adequately.
- (16) The proposed municipalities of Parry Sound, Himsworth and Almaguin should consider the merits of a separate clerk and treasurer to meet specialized needs in those larger municipalities.
- (17) Municipal councils should delegate to its full-time staff as many of the detailed administrative and service functions as possible, leaving council free to discuss policy and program objectives.
- (18) The municipal clerk, treasurer, or clerk-treasurer should perform staff functions for local special-purpose bodies, including those for hydro-electric, library, arena, recreation and cemetery services.
- (19) Present staff should be used where possible, subject to their receiving specialized training (where necessary).

ROADS, PUBLIC WORKS AND UTILITIES

(1) General Comments:

Public works of the "hard services" category include roads and sidewalks, water supply and distribution, land drainage, garbage collection and disposal, and street lighting. Together these functions accounted in 1974 for approximately 56% of all municipal expenditures (excluding education) in the Study Area. By far the largest portion (42.2% of municipal expenditures) was spent on roads, largely for road maintenance. Most of the unorganized townships proposed for amalgamation with existing municipalities in the larger units have local roads boards who with help from the Ministry of Transportation and Communications provide basic local road services. Roads and work staff accounted for over half the full-time municipal staff employed in 1974. All but five municipalities have a full-time work superintendent or road superintendent. In some municipalities street lighting and water services are provided by separately elected public utilities or hydro-electric commissions.

The Study Group feels that the municipalities proposed in this report are a good basis for efficient municipal roads and works operations. They are based largely on present road networks and accessibility. Each has a variety of interdependent rural and urban development patterns and problems. The following advantages might accrue from municipal works operations (especially roads) in the proposed municipalities:

1. More efficient use of present equipment: With the cost of new road graders approaching \$65,000 and other equipment becoming more and more costly, municipalities can't afford equipment being used only part of the time. Relying on one piece of equipment, as some presently do, means lack of service when equipment is being repaired.

There are also some economies of scale possible in purchasing construction materials in volume, the use of garages, and the renting of equipment on a contract basis.

Specialized staff and equipment: A larger assessment and population base might enable the hiring of specialized full-time staff for larger municipalities (e.g. mechanic) and efficient use of consulting engineering firms. It might be possible for municipalities of the size proposed for the Parry Sound urban area and perhaps the Himsworth proposal to hire a municipal engineer to coordinate all roads and works programs. A number of towns smaller than the proposed Parry Sound (9500 population) have municipal engineers: Smith Falls (9371), Sturgeon Falls (8252), Renfrew (8604), Dryden (6699) and Geraldton (2948) are some. All these municipalities have a small urban area only and lack the cottage assessment base and extensive rural road patterns of those in the Study Group's proposals. The future work associated with solid waste disposal, the Carling industrial park and hard services expansion will provide enough challenges for such a position in the Parry Sound area. A municipal engineer might also be considered in the Himswortharea.

The assessment base and large amount of roads in most of the proposed municipalities would enable and perhaps necessitate the use of two-way radio equipment in roads and fire vehicles, which is encouraged and subsidized by the Ministry of Transportation and Communications. This could allow efficient use of staff time and equipment and enable improved service delivery, at a cost of roughly \$1,000 per vehicle and about \$2,000 for a base station.

3. Policy Development: Consolidation of the many presently separate municipalities and townships will enable and encourage municipal councils to develop coordinated policies on services and construction priorities. The presence of an established policy allows a council to deal with detailed issues and requests in an understandable and logical way. In the long run, money would be spent in the economic way, according to needs and resources.

Proper implementation of the official plan's objectives also requires that a multi-year plan and set of priorities be developed by council.

A public works plan would include such issues as road maintenance standards (e.g., winter snow removal designation and scheduling); solid waste disposal sites; roads and sidewalks; other service improvements; and communal water and sewer facilities (in urban service areas only). If the municipal councils wished, the administrative and operations details could be left to staff, including investigating complaints about service. Another important area taking considerable time and effort is the discussion of road requirements in proposed subdivisions. Municipalities would benefit from having staff expertise to assist council in having a firm policy and multi-year plan and to give them "clout" in dealing with developers, the Ministry of Transportation and Communications, and the Ministry of Housing.

- (20) Each new municipality should employ a full-time road or works superintendent and other full-time and seasonal staff, depending on the services provided or required.
- (21) The municipalities of "Parry Sound" and "Himsworth" should consider the hiring of a qualified municipal engineer to oversee roads and works operations.

(2) Water and Sewers

Community water supply, treatment, and distribution facilities are currently operated by municipal commissions, except for the Ministry of the Environment's water facilities in Callander. For a number of reasons, the Study Group feels that water-related functions should be performed directly by the municipality rather than by a separate elected commission:

(a) The timing, size and location of water servicing decisions are key factors in implementing local development plans;

- (b) Water installations are directly related to municipal sewer installation and services where these exist;
- (c) The undertaking of servicing programs by municipal employees will ensure the necessary coordination with roads, planning, and financial operations of the municipality. This is especially important during the planning and construction phases. Road improvements and water pipe installation, for example, should automatically be coordinated for maximum saving and least disruption;
- (d) Administration of debentures and levies would best be done directly by the municipal treasurer.

In the proposed towns centred on Parry Sound and Powassan, municipal utilities would be one function normally handled by a combined roads and works department, perhaps under a municipal engineer.

Local staffs and councils should be able to handle sewage treatment operations, at least the smaller ones. The location and size of sewage and waste systems are very important factors in setting development patterns. Policies on expansion and service areas should be set by the local body responsible and accountable for development, servicing and overall future policy -- the elected municipal council.

(22) Municipal councils should have direct responsibility for operating and collecting rates for communal water and sewage treatment facilities, assuming these from public utilities commissions or the Ministry of the Environment (where applicable).

(3) Electricity:

There are presently six public utilities commissions in urban municipalities in the Study Area. Details on these are contained in the Research Report (p. 87). All commissions

are elected and all but the Rosseau and Magnetawan commissions also provide water services to residents in their defined areas. It is the opinion of the Study Group that the distribution of hydro electricity should continue to be performed on the present elected commission basis. This is consistent with the report Restructuring of Public Utilities issued in February 1974 by the Government Committee on Restructuring of Public Utilities (the Hogg Committee) and the guidelines on utility restructuring subsequently announced by the Minister of Energy in 1975. Recommendation 5.2 of the report stated that:

"Responsibility for the retailing of electricity should continue and expand at the municipal level. Further, throughout any area defined by municipal boundaries there should be one retail authority." (p. 47)

Two of the larger municipalities proposed by the Study Group presently include two separate commissions: Magnetawan and Burks Falls within the proposed Magnetawan River municipality, and the South River and Sundridge utilities in the proposed Almaguin municipality. The former two had a total of 505 customers in 1972 while the latter two had 973 customers. All are relatively small by provincial standards but nevertheless perform important functions. Rosseau had 155 customers in 1972 while the Parry Sound P.U.C. had 2,356 customers. A number of electricity service alternatives would follow on the incorporation of the larger municipalities proposed by the Study Group.

Recommendation 5.4 of the Hogg Committee report proposed that "Prior to any restructuring of the regional authorities in established regions or districts, feasibility studies and detailed analysis of possible alternatives be conducted". It is now Government policy that local studies be conducted during or prior to restructuring of municipal institutions.

Among the specific questions that might be involved are:

- (a) The definition of a hydro service area in the proposed town of *Parry Sound*. The Parry Sound Utilities commission's present service area includes the Town and some customers in McDougall Township.
- (b) The minimum desirable size for utility operation: Are Rosseau and Magnetawan too small? Should these or others perhaps go to the Ontario Hydro Power District (rural operating areas)? What would be the effect on hydro rates?
- (c) There may be a need for combining the two utilities within one proposed municipality if these proposals were implemented: that is, South River and Sundridge, and Burks Falls and Magnetawan.
- (d) It is proposed earlier in this section that the treasurer of a larger municipality should have among his functions the financial and billing arrangements involved in hydro electricity service, as well as water billing, etc. which would be transferred to the new municipalities if the water function were transferred to direct municipal control.

The form that a detailed study of local hydro electricity distribution might take is also specified in the Hogg Committee report, as modified by the Ministry of Energy in 1975. Recommendation 6.2 proposes that "Study teams on the distribution of electricity be established under the aegis of the Provincial-level interministerial Steering Committee for the Restructuring of Municipal Utilities and the approval of the Ministry of Energy. "(p. 68) Local study teams including representatives of municipal councils and utilities, Ontario Hydro, and Ontario Hydro unions would report to the Ministry of Energy through the Steering Committee for the Restructuring of Municipal Utilities, which has general supervisory responsibility and expertise for the conduct of local utility restructuring.

- (23) The method of operation of local hydro-electric facilities should be investigated by a single District-wide study or separate local studies, under the procedures established by the Steering Committee for the Restructuring of Municipal Utilities.
- (24) Further, such a study or studies should include the definition of hydro service areas in the urban areas and the advisibility of combining separate utilities within proposed municipalities or incorporating small utilities into the Power District.

(4) Waste Collection and Disposal:

Waste disposal will increasingly become a problem in the Study Area. The need for larger shared facilities has been recognized by some municipalities. Incorporation of presently unorganized townships (all rural and some heavily recreational in character) will mean the transfer to the proposed municipalities of about 25 sites now operated by the Ministry of Natural Resources. In 1974, these involved Provincial expenditures of some \$40,000 for maintenance, road access, etc. Discussions among the Ministries of Natural Resources and Environment and all municipalities should be undertaken to ascertain future needs on a large municipality level, perhaps resulting in the closing of small older sites and the development of new, larger, and safer locations. Present and future collections in the urban areas would be one property-related service contained in the urban service area for each proposed municipality. Disposal and dump site costs should be borne by all taxpayers.

(25) Each municipality should have direct responsibility for waste collection and disposal, including those sites now within unorganized territory maintained by the Ministry of Natural Resources. Sites outside the proposed municipalities should continue to be administered by the Ministry.

(26) Collection costs only should be area-rated in urban service areas.

FIRE PROTECTION AND PREVENTION

The purchase of municipal fire equipment is a major expense, especially in a small municipality. As indicated in the Research Report, some municipalities have their own equipment, some purchase protection by agreement with a larger neighbour, and some have both equipment and agreements. Seven municipalities and almost all the unorganized territories have no protection against fire and no organized form of inspection, instruction, or education about fire hazards and equipment.

Some of the problems encountered are the cost of equipment, poor access, slow response time, inadequate building standards, the use of wood materials, and severe climate. These would suggest to the Study Group that the prevention of fire by education, instruction, and enforced building standards should be stressed. Each proposed municipality is large enough to afford a full-time fire chief who would also act as fire inspector -- a small cost in each case when considered against the loss of life and property and the cost of fire insurance in underserviced areas.

(27) It is recommended that upon reorganization, the Office of the Ontario Fire Marshal conduct a municipal fire needs study for each proposed municipality in the Study Area and

in particular: investigate the sharing of present equipment; the establishment of a full-time fire inspector-fire chief in each; and the undertaking of fire protection seminars for the public, fire department members, building officials, and contractors.

- (28) In the proposed Britt and Argyle communities, the community councils should have responsibility for fire protection and prevention, subject to their being able to do so.
- (29) In the remaining unorganized territory, the Ministry of Natural Resources and the Fire Marshal's Office should make suitable arrangements for structural and forest fire protection and prevention.

BUILDING INSPECTION

The Ontario Building Code, which became law at the end of 1975 (by Ontario Regulation 925/75) is a complex and detailed set of regulations, governing building standards and specifications. Contraventions of the Act carry fines of up to \$2000 plus \$100 for each day that a stop work order is ignored.

The building inspection function is performed on a part-time basis in all municipalities except Parry Sound and Foley, where the building inspector is also the by-law enforcement officer.

All unorganized territory is presently exempt from municipal building inspection. The area of the Georgian Bay islands and shoreline covered by the Ministry of Natural Resources' interim restricted area order requires Provincially-issued improvement permits.

The <u>Building Code Act, 1974</u> states that the Province of Ontario is responsible for enforcing the Act and the Building Code in unorganized territory (s. 4). The Director

of the Building Code Branch is the "chief building official" in all such areas. While the Act enables a municipality to agree with the Province to enforce building requirements in adjacent unorganized territory, the Study Group is not aware of any agreements in the Study Area. The Province so far has not attempted to enforce the regulations.

The Study Group is of the opinion that local residents and councils would prefer a qualified <u>local</u> inspector who knows the local conditions and attitudes and would be a better person for enforcing the code than a Provincial or non-local person. We support this contention.

In addition, a full-time municipal inspector would be the logical local focal point for all required Provincial inspections and permits. (see Research Report, p. 71). He could force a coordinated Provincial approach to building, site, access, plumbing, and other approvals much more readily than a part-time or occasional local official, as is the case now. The larger Town of Parry Sound proposed in our recommendations will probably require two full-time inspectors, enabling specialization by building type (e.g. permanent versus cottage inspections) or by area, for better service and contact.

Local inspectors could also undertake inspections of applications for minor variances from zoning by-laws (e.g., setbacks, building area,etc.) for the proposed municipal councils, surveys of housing density or availability for detailed local land-use plans and zoning by-laws, and studies for housing policy statements.

- (30) In each full municipality, a full-time municipal building inspector should be responsible for enforcing The Building Code Act and the Ontario Building Code and directly related responsibilities.
- (31) In the proposed Britt and Argyle communities and all remaining unorganized territory, the Building Code Branch

of the Ministry of Consumer and Commercial Relations should make suitable arrangements for enforcing the Act and the Code, either directly or by contract with a neighbouring municipality, following local consultation and discussion.

POLICE

Police protection is presently provided by the Ontario Provincial Police everywhere except in the Town of Parry Sound, where a small municipal force has jurisdiction.

No new municipal forces should be established, in view of the costs, the duplication with OPP detachments in Parry Sound, Powassan, and Burks Falls, and the recommendations of the Ontario Task Force on Policing and the Parry Sound Research Report.

Residents of municipalities outside the present Town of Parry Sound benefit indirectly as well as directly from the protection afforded by the Town's force, especially those working, shopping, and being entertained in the Town on a regular basis. However, they pay nothing towards the cost of local police or (directly) to the cost of OPP service. A central question to be answered is the division of jurisdiction between the OPP and municipal police in the proposed larger Town of Parry Sound. Certainly, patrolling of Provincial highways, Provincial parks, and waterways is now and should remain under the OPP. It might be argued that policing elsewhere in a larger town should be under local jurisdiction and therefore local control. The phasing of full force coverage, the increased complement, required (perhaps transfers from the Parry Sound OPP detachment), and the sharing of costs are some of the questions that should be studied in more detail. Certainly no direct service improvements are likely in the present townships unless complement and available funds are increased.

- (32) Prior to reorganization in the Parry Sound urban area, a study of policing should be undertaken by the Ontario Police Commission, the OPP, and the four present municipalities in the proposed larger town of "Parry Sound". This Study should consider the phasing in of local policing throughout the "Parry Sound" municipality.
- (33) Further, adjustments in policing jurisdiction and cost-sharing should be studied as general Provincial policies for rural areas and small municipalities are developed.

COMMUNITY FACILITIES

Facilities and programs for recreation, libraries, parks, community buildings, and other community endeavours are important to each community in the Study Area. In most cases they are managed by special-purpose bodies which are appointed by council under different legislation. These boards depend upon volunteer interest and work in the community to succeed.

One or more boards have been established in each of the proposed municipalities (except Fairholme) for managing facilities or programs. They include the following:

Arenas - one individual and two joint boards

Community Centres - 7 individual and one joint board

Recreation Committees - 14 individual Committees

Cemeteries - 12 individual and three joint boards

Parks - two individual boards

Museums - one individual board

Public Libraries - 11 individual and three union public

library boards

The distribution of these boards is indicated in Tables II-5 and II-6 of the Research Report.

The Study Group's proposed municipal boundaries take into account present shared community facilities and boards. In all cases, every existing arrangement is contained completely within a proposed municipality. The Powassan and area union public library board and arena board, for example, have very similar boundaries to the proposed municipality in that area.

Overall financial and policy control now rests in almost all cases with the municipal council or councils appointing the boards for these purposes. Final responsibility and accountability should always be with the elected council. Each municipality would be encouraged to form a single parks and recreation or community facilities committee to oversee the community programs undertaken by a board or boards on the municipality's behalf. This committee should be the one body to set general priorities for any facilities and to decide funding and general use of facilities.

In some cases the new municipality may wish to assume some facilities directly as some municipalities do now (e.g. cemeteries in Parry Sound, recreation in McDougall). In the case of libraries and recreation, only one public library board and one recreation committee should exist in each proposed municipality. However, where a proposed municipality presently has several entirely separate physical facilities such as arenas or community buildings, the present method of separate board administration is much the best alternative and should continue.

(34) Each municipality should consider the merits of coordinating all community services through the formation of a combined "parks and recreation" or "community facilities" committee of council, or by direct administration of some services.

- (35) Each municipality should have a single library board and recreation committee, where one or more of each now exist in the constituent parts of the proposed municipality.
- (36) Separate management or advisory boards for separate facilities (e.g. arenas, community centres, cemeteries, museums) should be considered, coordinated through the appropriate committee of council. Each board should have council as well as citizen members.
- (37) The proposed "Britt" and "Argyle" community councils should have responsibility for recreation and community facilities, administered through citizen advisory boards or (preferably) directly by the elected council.



SECTION D

DETAILED RECOMMENDATIONS - AREA FUNCTIONS

AREA-WIDE SPECIAL-PURPOSE BODIES

The Research Report describes in some detail the structure and operation of the many different public organizations providing social, family, and personal services to the Study Area. Development of policy and programs is restricted by Provincial policy-making and regulations and by the lack of a single body or single geographical area in which policies and programs are administered. Day care is administered by municipalities. The other social services -- family welfare, child welfare, and homes for the aged--are administered by separate boards using different boundaries and appointment systems, supplemented by a plethora of Provincial programs and regulations. Several other area-wide agencies -- the two elected Boards of Education and the appointed District Boards of Health--have interests and contacts with families and problems similar to the social services boards. These also have different policy-making bodies, and different local boundaries and methods of representation. Hospitals have private boards with several municipal council appointees, all from the Town of Parry Sound.

The Study Group proposes three methods of making improvements in the delivery of social services, related to the role of municipalities.

(1) Boundaries of Municipalities and Boards:

The municipalities proposed by the Study Group are intended to reflect actual and perceived communities of interest, to be large enough to undertake local functions adequately, and to represent (or be the area basis of representation for) their residents on area-wide issues. This includes representation on agencies in the fields of education, social and health services, and land use and economic planning. It is suggested that each of the nine full municipalities proposed in this report be considered as the one set of units to be used for all ward appointments or election purposes for these agencies. Representation should be on the basis of weighted population, subject to each municipality or local area having at least one appointee or elected trustee if possible. Ward boundaries should be amended to coincide with municipal boundaries where possible and where variations are minor. In this way one set of appointed or elected people would be identifiable as such to residents, without the present confusion as to boundaries and areas of responsibility.

- (38) Ward systems for municipal appointments to area-wide boards for welfare, homes for the aged, and public health and ward systems for the election of school trustees should follow the proposed municipal boundaries.
- (39) The representation of each municipality or area on these boards should be generally based on weighted population.

(2) Board Structure:

The Study Group is not proposing the establishment of a single multi-purpose upper-tier authority of the type established in the counties, in Muskoka, and in the regional municipalities of the Province. Accordingly, the separate structures for family welfare, homes for the aged, health, and education would remain as they are. The amalgamation of the two homes for the aged board was considered but dropped

owing to the institutional-based policy and coordination functions the two boards perform quite separately for Belvedere Heights and Eastholme.

We propose, however, that the Provincial appointments to the boards of management for the homes for the aged and the health unit boards be discontinued. The great abundance of Provincial approvals, financial controls, and regulations governing the operation of public health and home programs provide adequate representation of the Provincial Government's interest and provide a notion of accountability. In addition, greater local representation could be afforded without altering the boards' sizes.

- (40) The boundaries of the boards and their wards, and the level of representation should be as indicated in Maps 2 through 5 of this final report.
- (41) Provincial appointments to all inter-municipal joint boards should be discontinued.
- (3) Program Coordination A Proposed "Social Services Coordination Group"

Until now there has been little regular coordination among all the area-wide agencies serving the District of Parry Sound. The North Bay District office of the Ministry of Community and Social Services (MCSS) has recently established a "district work group" for mental retardation programming in the Districts of Parry Sound, Muskoka, and Nipissing. The "Parry Sound sub-district group" includes representatives of the two associations for the mentally retarded (Parry Sound and Almaguin) and other area-wide agencies in the Study Area. This recent initiative is in response to a Province-wide policy of encouraging program planning at the community level and increasing emphasis on non-institutional solutions.

Composition of Group: The Study Group suggests that some improvement in program coordination and communication might be obtained

by setting up an informal group consisting of the administrator or a board representative of each of the following agencies or institutions in the Study Area:

- District Welfare Administration Board
- Children's Aid Society
- Parry Sound-Muskoka District Health Unit
- •West Parry Sound Board of Education
- •East Parry Sound Board of Education
- •Belvedere Heights Home for the Aged Board of Management
- •Eastholme for the Aged Board of Management
- •Boards of the Parry Sound and District General Hospital, St. Joseph's Hospital, and Burks Falls District Red Cross Hospital.

Other interested parties might include the Canada Manpower Office, the North Bay Office of the Ministry of Community and Social Services, and future joint planning boards for east and west Parry Sound District.

Role and Functions: The Study Group is not suggesting that the group become a policy group with powers to set priorities in the District.

Not being an elected body, it would not have accountability. Rather, we see it as a method of coordinating existing resources and programs, by advising the municipalities, the Province, and each board it represents on present issues and problems, and by assisting in coordinated District approaches to future Government programs. It would serve the District of Parry Sound only. There has been some discussion of a district health council for Parry Sound and Nipissing Districts. Unlike a district health council, the social coordination group proposed here should have no staff, no budget of its own, and no formal terms of reference.

It would merely be a regular form of communication, building on present common issues and inter-agency communication.

This group might work towards <u>improving social services</u> in the District in a number of fields, especially these:

- Coordinated use of local facilities and resources, including buildings, staff, and volunteers;
- Elimination of overlap and filling of gaps in such common program areas as employment and training skills, family crisis intervention, and programs for special groups.

Together the various agencies employ social workers, rehabilitation counsellors, homemakers, public health nursing counsellors, and attendance and guidance counsellors. Some families probably are visited and assisted at the same time by more than one of these agency representatives.

The group suggested above might also provide the knowledge and understanding of the District's social functions that should be considered in preparing district planning and economic strategies. The effect of new employment -- especially the location and the labour skills required -- is of definite interest to the schools, the welfare administration board, and the Federal manpower and unemployment insurance authorities. The population and location patterns proposed in official land-use plans are of concern to these groups providing services to the people: school boards (busing and school needs), health units (environmental factors such as water quality and public health programs), hospitals (ambulance services), day care centres (comparing location of jobs and day-care needs), and homes for the aged (especially if the aging trend in some communities continues).

The District's economic stability (or lack of it) is the major factor in the level of family assistance and special services required. Once the District's economic and land-use policies have been in effect for, say, a period of five years, the proposed coordination group might provide a valuable assessment of the influence of these policies on social problems and patterns as they are occurring in the District. That is, the group might perform a type of "social planning" for district agencies and municipalities that is pragmatic, knowledgeable, and related to the District's needs as they see them daily.

Perhaps the most important function of this group could be the promotion of better communication with the municipalities. The municipal tax base provides -- and municipal councils are seen by the taxpayers as responsible for -- local monies for social, health, and education programs. Regular reporting of issues and programs concerned with the municipalities should be a prime objective. In the case of the boards composed of municipal appointees (health units, homes for the aged boards, and the welfare administration board), there is already some reporting relationship between the Council or councils and its appointees. This varies with the councils and individuals. There is no overall coordination since the appointees and boundaries are different for each agency.

The Study Group has also observed that there could be improved relations between the boards of education and municipalities, particularly since the boards' financial needs form a major portion of the municipal tax bill, mailed and collected (except in some unorganized townships) by the municipalities. At the present time an informal form of reporting occurs for some of the agencies at the semi-annual meetings of the District of Parry Sound Municipal Association. Reports and discussions there are usually either of a very general or very local nature and are not comprehensive or coordinated. The education and welfare administration boards participate, while the other area-wide agencies don't.

The proposed group would also be helpful in presenting a common and coordinated perception to the Government of Ontario of social issues and needs throughout the District. This would be equally useful for MCSS, which has general responsibility for the homes for the aged, child and family welfare, and day care. The Cabinet Committee on Social Development, assisted by its policy group, the Provincial Secretariat for Social Development, is the Provincial body responsible for coordinated approaches to social development matters. It includes the Ministers of CSS, Health, Education, Colleges and Universities, and Culture and Recreation. It might be the appropriate Provincial group to receive briefs, opinions, and surveys by the boards represented on the group.

- (42) Consideration should be given by all boards to the establishment of an inter-agency 'social services coordination group".
- (43) Such an inter-agency group should be informal, advisory, and consultative in its role and operation. Its responsibilities could include the coordination and improvement of existing resources and programs, providing advice during the preparation of joint official plans and economic strategies, the promotion of better communication between the boards and the municipalities, and the preparation of coordinated briefs and responses to the Province of Ontario.
- (44) Such a group should be evaluated after a period of time (say, three or four years) to judge its effectiveness.

EDUCATION

The formal education system in the Study Area received considerable attention in the study's Research Report due to the large expenditures, employment, and family impact of schools. The educating and training of young people is central to an area's future social and economic development. The education policies and internal administration of the two boards of education in the Study Area are beyond this study's term of reference. However, we wish to comment briefly on several aspects of public education's relationship to local government and to the District. These include the boards' ward systems and outer boundaries, municipal liaison, and consideration of planning matters.

(1) Ward Boundaries:

The Study Group believes that all area-wide bodies should ideally have the same geographic basis of representation and these ward systems should be based on the municipalities proposed in this report. We feel that this should hold for the separately elected boards of education as much as for the boards formed by inter-municipal appointment. A common system would encourage a consistent and co-ordinated approach to a municipality's total services. It should provide better communication among all boards and with the municipalities, who are usually held accountable for total tax levels.

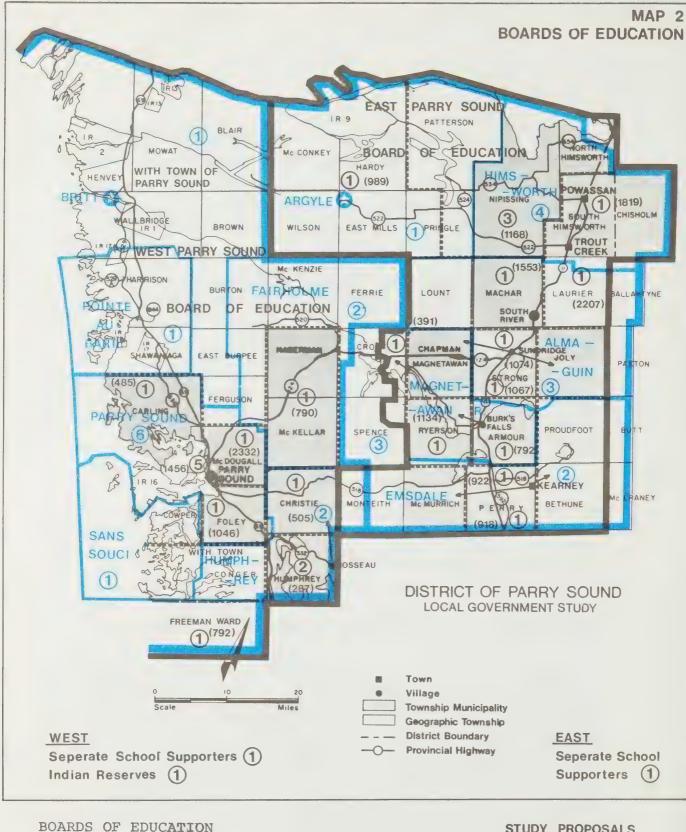
We would also recommend a change in the education ward systems presently used because they are not in all cases using appropriate boundaries. A comparison of Map 2 in the Research Report (ward boundaries and level of representation) and Atlas Map 28 ("school districts" or attendance areas) shows that some wards are based on population and assessment rather than on community patterns or the location of public

schools. We consider the public school districts to be good indicators of community patterns since they reflect road accessibility, with the schools located in a central (usually urban) location, and with the social interaction of school-age children producing a set of community of interest boundaries. With few exceptions, our recommended municipal units include within their boundaries one or more complete public school districts. The Nobel and McDougall public school districts are the only ones overlapping into a proposed neighbouring municipality by more than half a township (into Pointe au Paril and Fairholme respectively). A ward scheme for the two boards of education based on the proposed municipal units and representation by weighted population is shown in Map 2.

(45) Like other area-wide boards, the wards for elections to the East Parry Sound and West Parry Sound boards of education should be based on municipal boundaries proposed in this final report. Representation should be on the basis of weighted population. (Map 2)

(2) Boundary between east and west school boards:

The present boundary between the East and West Parry Sound Boards of Education areas cutsthrough Croft and Spence townships. The Ahmic Lake Association, among other groups, has suggested that this boundary not divide Ahmic Lake or Croft township. The Study Group agrees and suggests that the boundary between the proposed Burks Falls-Magnetawan municipality and the proposed municipality of Fairholme be used as the school board boundary. That is, all of Spence township and all of Croft but lots 29 to 35 should be in the east board. Children in Spence township already attend Magnetawan Public School, with the west board compensating the east board. Residents on the south of Ahmic Lake are closer to Magnetawan than to Dunchurch, the location of Whitestone Lake Public School.



BOARDS OF EDUCATION Board Boundary Office Ward Boundary 1 Number of Trustees Elected in Ward (123) Population per Ward Trustee

Children in Ahmic Harbour on the west side of Ahmic Lake could be accommodated in the Whitestone school on a charge-back basis since the school has considerable extra capacity (September '75 enrollment was 71.1% of its capacity of 149 students). The advantages in having Ahmic Lake completely within one municipality and in having the school board boundary follow municipal boundaries as closely as possible are considered greater than the disadvantage of special bookkeeping arrangements for school accommodation. The widening of the east board's assessment base is appropriate since the east is assessment-poor compared to the west board area.

(46) The boundary between the East and West Parry Sound Boards of Education should be adjusted to coincide with proposed municipal boundaries, especially in the present geographic townships of Croft, Spence, and Monteith.

(3) Municipal Liaison:

Throughout Ontario there have been in the past several years increasing demands for closer municipal-education board communication. Part of this is in response to elected municipal councils receiving criticism for large tax increases, due in large part to increased education expenditures (especially salaries) over which the elected councils have no control. This is true in the Study Area. Part of this is also in response to growing desires to keep small schools open; to see existing school buildings, recreation and community facilities used more widely by all the communities; and to express joint municipal, education, and planning board concern over the cost of maintaining roads to all the rural areas served by school buses.

It is suggested that the boards of education and municipalities should strive to improve communications and the flow of information between the two forms of elected bodies. Agreements on road surfacing, bus servicing, recreation and building facilities, and detailed planning for the location of new

home and cottage development should be attempted. The influence of a declining school-age population and increased recreation and "continuing education" demands must be reflected in joint efforts by education, municipal, and other public agencies.

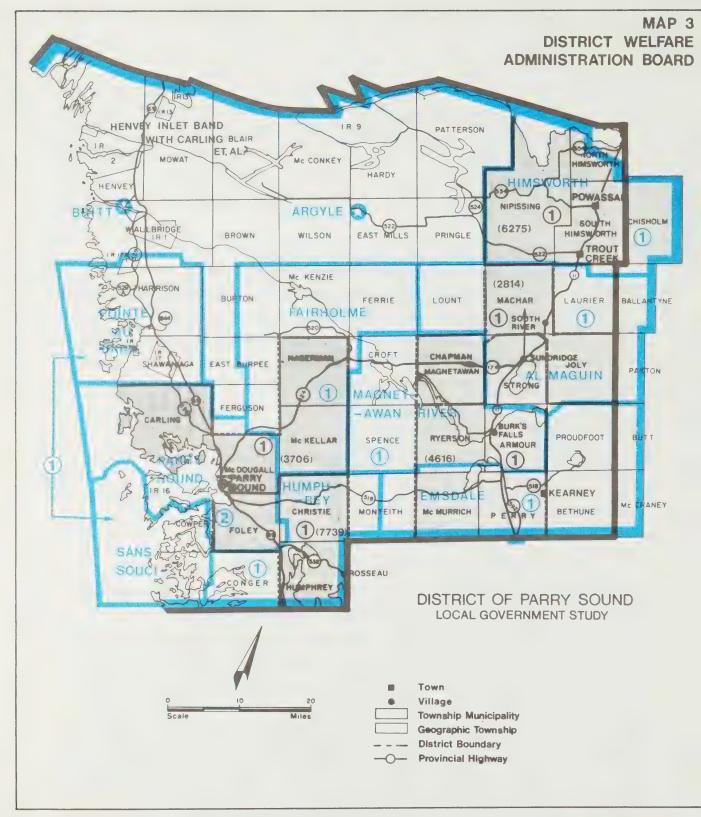
The boards of education will have a large role in the discussion and direction of area-wide planning, especially in the areas of population distribution, social planning, and economic development and job training needs. Education board representatives would play a major role in issues that might be discussed by the "social services coordination group" proposed earlier in this report, as they have already done in a less direct way.

(47) Boards of education and municipal councils should find ways of sharing information and operating with each other to achieve the best allocation of local and Provincial resources available to them to serve local residents.

SOCIAL SERVICES

Separate area-wide bodies administer social services except day care, which is administered by municipalities directly. All but mental retardation and child welfare are administered by public boards that are municipally appointed and not directly accountable for their expenditures and decisions. The two volunteer associations for the mentally retarded are assisted by the Ministry of Community and Social Services (MCSS) and its sub-district working group. The privately-incorporated Children's Aid Society makes appointments to the District Welfare Administration Board (District Social Services') for Parry Sound District.

The fragmentation of social services administration is especially noticeable in this and other districts of Northern Ontario. In cities, counties, and regional municipalities, programs for family welfare and homes for the aged are direct council functions of the county council or regional council. The Federal and Provincial levels of government are already involved in social assistance programs, the former through the Canada Assistance Plan and the latter through the MCSS. Table II - 19 in the Research Report indicated the Ministry's many different programs and conditional grant systems. is also some geographical division, with the Province administering welfare programs (both general welfare and family benefits) in unorganized territory. One probable implication of the incorporation of some unorganized townships into the larger units proposed in this report would be the assumption of this function by the District Welfare Administration Board.



DISTRICT WELFARE ADMINISTRATION BOARD

Boundary of Area Served

Main Office

Zone (Ward) Boundary

1 Number of Municipal Appointees for Zone 1 (123) Population per Zone Appointee

STUDY PROPOSALS

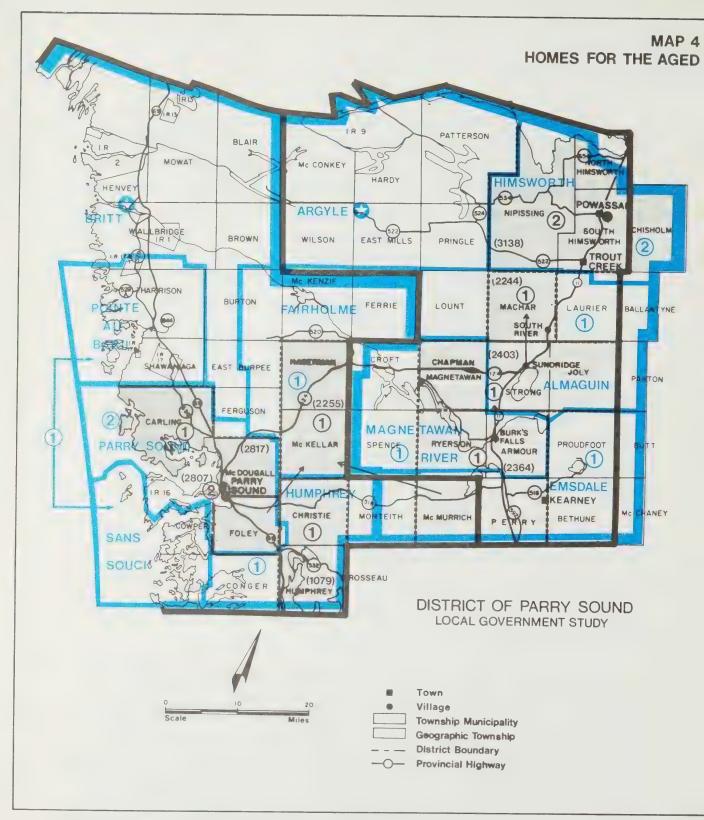
SOURCE: The District Welfare Administration Boards Act and Ontario Regulation 225/70, as amended (August 1973 Office Consolidation)

The various social programs are oriented towards different age groups and stages of the life cycle, including infants and pre-schoolers (day nurseries), children (Children's Aid Society), families (family benefits), and senior citizens (homes for the aged). Government concern over the method of financing and administering social assistance programs has led to the Province's Task Force on Community and Social Services and the Federal-Provincial Social Security Review. Both have recently been completed but no major changes have yet been accepted or implemented.

Despite the organizational and intergovernmental arrangements, the individual social services in the Study Area appear to be administered quite well. Part of this is due to the energy and dedication of members of various boards, which include a number of municipal councillors and heads of councils. The concentration of Provincial program delivery and some decision making in the MCSS North Bay District Office has also assisted in enabling good access and service for area residents and groups. However, the Study Group would like to make a number of suggestions relating to the municipal role, board appointments, and improved agency co-ordination.

We would suggest that the proposed municipal boundaries be used as ward boundaries for municipal appointments to the homes for the aged boards of management and the District Welfare Administration Board. Again, as we argued earlier, one group of people in each municipality appointed and elected for different but related purposes for just one geographical area would be recognized as the one set of people with interests and representative powers to address the problems in that municipality. Proposed representation levels are indicated on Map 3 (District Welfare Administration Board) and Map 4 (Homes for the Aged Boards).

The present municipal appointments on the District WeIfare Administration Board would have to be expanded to 9 members for this scheme to fit. This could be accomplished



HOMES FOR THE AGED BOARDS OF MANAGEMENT Boundary of Board Area Home for the Aged Area (Ward) Boundary Number of Municipal Appointees for Area (123) Population per Area Appointee

by the addition of two additional members and the conversion of the two Provincial appointments to municipal appointees. The present homes for the aged boards, each consisting of seven members, should consist entirely of municipal appointees. While we appreciate that the present provision for municipal appointments is quite recent, our general arguments against Provincial appointments to local bodies still remain firm.

Recent Provincial initiatives in the area of mental retardation suggest that the institutional-based mode of operating programs will increasingly be converted to programs based on communities' individual needs. Therefore, we would suggest that a system of strong municipal units may be in a position in the future to assume future responsibilities if and when major changes are made in the organization and financing of social assistance programs directed at special groups. Few existing municipalities in the Study Area are in a position now to afford or undertake new responsibilities in such fields as day care, elderly persons centres, community information centres, housing bureaus, and other special programs.

As we pointed out earlier, board members or administrators of social agencies in the District would be main participants of the proposed "social services coordination group" and would perform a major communication and planning role in assessing the future needs and direction of the District and its municipalities.

⁽⁴⁸⁾ Municipal representation on the District Welfare
Administration Board and the East Parry Sound and West Parry
Sound homes for the aged boards of management should be
based on proposed municipal boundaries and weighted population.

[•] the District Welfare Administration Board should be expanded to 9 members (all to be municipal appointees)
(Map 3)

- each home for the aged board of management should have 5 members (all municipal appointees) (Map 4)
- (49) Where possible, future social service responsibilities should be administered directly by each competent enlarged municipality, including day care and elderly persons centres.

HEALTH

(1) Health Unit Boundaries:

The present North Bay and District Health Unit includes the northeastern portion of Parry Sound District, west to the McConkey/Blair line and south to the Machar/ Strong line. In keeping with our recommended larger Almaguin municipality, we would suggest that the boundary between the North Bay and Parry Sound-Muskoka district health units be moved northward one township close to the present South Himsworth/Laurier line (that is, to the proposed Almaguin/Himsworth line). This makes more sense to us than putting all the proposed Almaguin municipality in the North Bay and District Health Unit, since the present Parry Sound-Muskoka office in Burks Falls can more conveniently serve the residents of Sundridge and South River areas than can the next nearest office, located in North Bay. In addition, the Almaguin area's primary care medical needs are served by the Burks Falls Red Cross Hospital and the Sundridge and District Medical Centre. Map 6 of the Research Report shows that North Bay hospitals dominate in active treatment only from Trout Creek northward. We would also suggest that the east boundary of the Parry Sound-Muskoka Health Unit be extended to the Algonquin Provincial Park boundary.

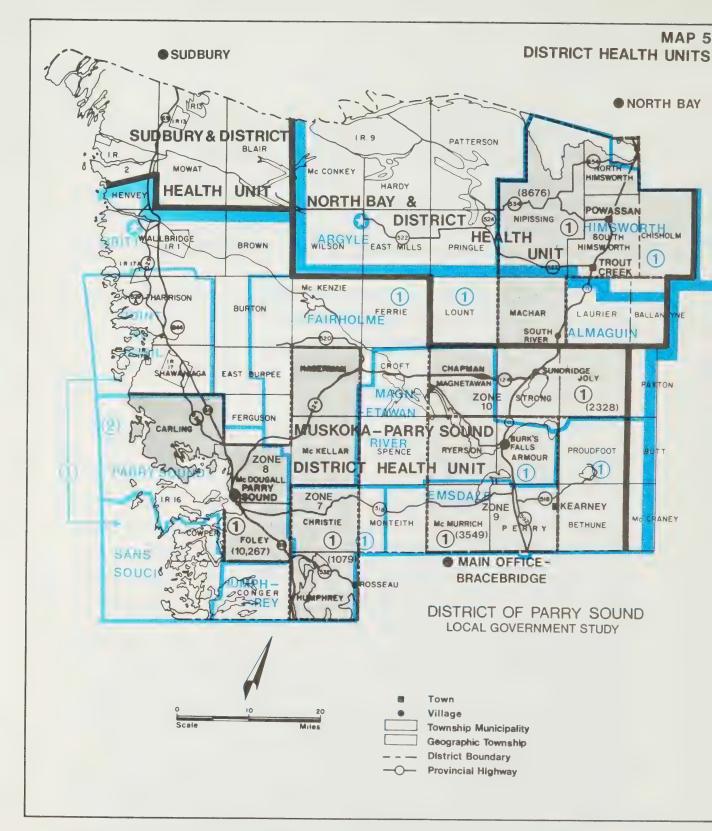
The administration from Sudbury of public health services for the northwest corner of Parry Sound District (Blair and Brown townships, Indian reserves #13 and #2, and the unsurveyed area north of Henvey Inlet Indian Reserve) makes sense, particularly since it involves largely seasonal resort and camp inspections and little permanent population.

(50) The boundary between the North Bay and Parry Sound-Muskoka District health units should be adjusted northward to the proposed "Himsworth"/"Almaguin" boundary.

(2) Health Unit Representation:

The Parry Sound-Muskoka District Health Unit has 12 members. Four are appointed by the municipalities in Parry Sound District on a ward or "zone" basis; six (6) are appointed by and from the Muskoka District Council, one person from each area municipality; and two are appointed by the Ontario Government. The ward system used generally fits community patterns, although the level of representation varies widely — each zone is represented by only one appointee. Christie, Humphrey, and Rosseau, all in our proposed Humphrey municipality, have a permanent population of 1,079. The six municipalities of Foley, McDougall, Carling, Parry Sound, McKellar and Hagerman — in our proposed Parry Sound and Fairholme municipalities — have a total permanent population of 10,267 and also one board member.

Several options are suggested for the health boards' ward systems to fit the proposed municipal boundaries and to provide representation by weighted population. In both cases the two Provincial appointees should become municipal appointees. The first choice would keep the board size at its present 12 members. It would include 6 municipal appointees from the 8 proposed municipalities: Parry Sound would have two appointees, Sans Souci and Pointe au Baril (together) one appointee, and the remaining five municipalities together would have three appointees. These latter 5 have similar population totals and we wouldn't want to hazard a



Boundary of Health Unit Office Zone (Ward) Boundary Number of Municipal Appointees to Health Unit Board in Zone (123) Population per Zone Appointee

prediction on which municipalities would and should make the required joint appointments for the three positions.

The second choice would call for eight rather than six Parry Sound municipal appointees, based on weighted population: two from Parry Sound, one from Pointe au Baril and Sans Souci combined, and one for each remaining proposed municipality. To keep the traditional Parry Sound-Muskoka balance on the board, this would involve increasing the total board size to 16 and having Muskoka District Council appoint two more members.

The North Bay and District Health Unit Board includes one person appointed jointly by Chisholm Township and seven municipalities in north-east Parry Sound District. We would propose that one person be appointed for the proposed Himsworth area, which would include six of these present municipalities.

(51) Municipal representation on the North Bay and Parry Sound-Muskoka district health units should be on the basis of full, enlarged municipalities, according to weighted population. The Parry Sound-Muskoka Health Unit Board would have eight municipal and no Provincial members from its Parry Sound District portion. (Map 5)

(3) Hospital Boards:

The three hospitals in Parry Sound District provide excellent medical and emergency services to District residents. In the two Parry Sound hospitals, this is due in large part to the quality of the local board members of the hospital corporations. The Burks Falls Red Cross hospital is managed directly by the Canadian Red Cross Society. We would suggest that further municipal council appointees be added to each board.

A district health council has been proposed by the Ministry of Health for North Bay, Nipissing District, and Parry Sound District. It is still in the discussion stages. We have a number of general and specific reservations about this proposal. Under the district health council scheme, the Province would vest with a non-accountable group, advisory and coordination powers that affect the residents considerably. Municipal representatives on the proposed council would be a very small minority against the representation of hospitals, professionals, and voluntary groups in the health care area.

We would suggest that the social services coordination group proposed earlier in this report could provide the same coordination functions for the residents and municipalities of Parry Sound area without vesting it with staff requirements, its own budget, and presumptions of authority. The district health council would only be advisory to the Provincial Government, which already has effective controls (mainly financial) over hospitals, public health units, and related health groups.

Most of the health services provided in Parry Sound
District are not provided from North Bay, which would be
the District Health Council's focus and dominant centre.
Public health is provided by a joint Parry Sound-Muskoka
board of health. The Parry Sound hospitals (particularly
"The General") perform all but the most specialized care
and surgical procedures. Ambulance transfers to Toronto
General, The Hospital for Sick Children, and other specialized
Toronto hospitals are many times more frequent than to North
Bay or Sudbury. In travel time, Toronto is less than one
hour farther from Parry Sound Hospital than are the North
Bay hospitals (142 miles as against 92 miles). Only the
northeast corner of the District is served by North Bay-based
institutions or programs.

We would suggest that health agency representatives would be helpful and knowledgeable members of the informal advisory and coordination group proposed above. The trend to less frequent and less lengthy use of health institutions in favour of home care and extended nursing care argues for the coordination of hospital, health unit, homes for the aged, and family welfare programs. Planning and prevention at the community level is another theme common to all personal service agencies. They are equally committed to reducing accidents and personally-induced illness, to preventing family discord and breakdowns, and to encouraging personal initiative rather than a dependence on society. Hospitals, among other agencies, see the unfortunate results of economic and personal problems and could ably assist in the achievement of a healthier society.

- (52) The hospital boards for Parry Sound District General Hospital and St. Joseph's Hospital should consider having more positions for municipal appointees on the boards.
- (53) The implementation of a formal Parry Sound-North Bay-Nipissing District health council is not recommended. Coordination between all social and personal service agencies in the District of Parry Sound could be undertaken by a "social service coordination group" including board or administration representatives of the district health units and hospitals.



SECTION E

DETAILED RECOMMENDATIONS - PLANNING AND DEVELOPMENT

THE EXISTING SITUATION

The Study Group, through the study activities and the reports and comments we have received, has become aware of numerous issues, challenges, and problems facing the Study Area in the field of land use and development. They involve both municipal and Provincial levels of government in addition of course to all residents, landowners, and interested groups in the Study Area. The Proctor and Redfern analysis, the Georgian Bay Archipelago Report and the Study's Research Report discussed these in some detail. The following is a summary list:

General Conditions:

- 1. In most parts of the Study Area, pressures on land, water, and other natural resources are increasing. The subdivision of land by plans of subdivision and consent procedures (severances) is already great and is continuing. Increasing development on these newly created lots and on existing lots created prior to subdivision control without appropriate assessment of environmental, road access, and other requirements raises serious concerns.
- 2. Commercial tourism and industrial development is being pursued in areas where actual and potential conflicts exist among rural, residential, and private recreational land uses.
- 3. Scattered rural housing development and the conversion of summer cottages and lake lots to permanent use are increasing -- generally outside the urban serviced communities

and often in unorganized territory. In the absence of overall planning and servicing policies, duplication of services, inappropriate uses of land, and unnecessary costs to municipalities, area boards, and the Province can result.

Municipal Level:

- 4. Local land use plans and planning efforts are presently limited to five of the 28 municipalities in the Study Area, within three planning areas. The planning programs in these planning areas cover only part of the total area of influence of internal and external factors affecting the land use patterns of their municipalities.
- 5. Elsewhere in the Study Area, a few municipalities have partial zoning protection. None have either the appropriate boundaries or the necessary resources to prepare and implement land use policies.
- 6. The unorganized territory has no local planning. Although the interim development control zoning order in the Georgian Bay islands and shoreline was prepared with reasoned and full input through the Georgian Bay Association's constituent groups, it is a Provincial instrument and enforcement is by the Ministry of Natural Resources.
- 7. None of the municipalities has a full-time zoning by-law enforcement officer or any planning staff. Only the Town of Parry Sound has a full-time building inspector.
- 8. Throughout the study the most consistent demand for change has been for the establishment of local capability to undertake planning responsibilities, including some now exercised by the Province and others not being undertaken at all. Most reports, briefs, letters, questionnaires, and verbal conversations have hammered this point home.
- 9. The existing municipalities have neither the resources nor suitable boundaries to undertake individually the planning or operation of industrial/economic policies, public

recreation and housing facilities, or lake and rural development policies.

Area or Inter-municipal Level:

- 10. Area-wide planning policies have been or are being prepared for the large and strong municipalities of North Bay, Muskoka District, and Sudbury Region. They have the municipal structure and resources to attract, direct, and provide services to development of many kinds.
- 11. In the District of Parry Sound there is no structure to prepare, co-ordinate, and implement area-wide plans.

 Neither the special-purpose statutory bodies (e.g., boards for education, health, and welfare administration) nor the interested and involved informal associations (e.g., the District Municipal Association and the Georgian Bay Association) have the legal ability or the resources to act in this capacity. None of the municipalities nor the Parry Sound and District Joint Planning Board cover sufficient territory to be considered adequate, self-contained planning areas for the preparation and co-ordination of development policies.
- 12. With the <u>existing</u> municipal structure, one or two joint planning boards for the District would be unwieldy and unworkable. To satisfy the desirable requirement of representation for all municipalities and townships (and still disregarding the representation by population principle) a district board would have over 50 members. Implementation of any policies emerging from such a body would be uneven in the larger municipalities and lacking in the smaller municipalities and unorganized territory.
- 13. The present inter-municipal bodies having direct or indirect concerns with land use, population, and development alternatives are not co-ordinated in either a direct or an informal way. (See the proposal in Section D of a social services coordination group and its input into planning policies).

Provincial Level:

- 14. The Plans Administration Division of the Provincial Ministry of Housing is responsible for the approval of subdivision proposals throughout the District and of local severances (the creation of single lots from larger parcels) in all areas but Foley, McDougall, Parry Sound, and Humphrey. Except in these four municipalities and in North Himsworth, there are no local planning policies to guide the Ministry's decisions on land subdivision requests.
- 15. At least 9 Provincial ministries or agencies undertake or may require site inspections, permits, and/or approvals related in some way to private building and land use. These include the following:
 - Consumer and Commercial Relations building inspection in unorganized territory (not yet implemented)
 - Environment sewage disposal systems (in Parry Sound-Muskoka Health Unit area only)
 - Housing subdivisions and severances (with above exceptions)
 - •Industry and Tourism tourist establishment licensing and fire inspection
 - •Liquor Licence Board of Ontario (LLBO) building and fire inspections of licensed establishments
 - •Natural Resources improvement permits in zoning order area (Georgian Bay)
 - Ontario Hydro electrical inspections
 - Solicitor General (Fire Marshal's Office) fire inspections (delegated to some municipal fire chiefs)
 - Transportation and Communications permits for access to and from King's and secondary highways

- 16. There is no one Provincial office for the coordination of the necessary permit applications, approvals or site inspections.
- 17. The Ministry of Treasury, Economics and Intergovernmental Affairs (TEIGA) recently released a report entitled Northeastern Ontario Regional Strategy, a proposed general development strategy for all of northeastern Ontario north of and including Parry Sound District. The proposal may be refined after municipal and industry briefs and comments are received.
- 18. A procedure for implementing the final regional strategy at the "subregional" level (e.g., west Parry Sound, east Parry Sound, Sudbury Regional Municipality) has not yet been adopted. A single ministry or inter-ministry group has not been selected to coordinate the formation of specific policies and programs -- jointly by Provincial ministries, municipalities, area-wide public bodies, private groups, and industry -- within the Northeastern general strategy for such sectors as population, transportation, resource development, tourism, manufacturing, and housing.

PLANNING REQUIREMENTS - POLICIES, ORGANIZATION, AND RESOURCES

From these observations, we foresee a need for major changes and additions to the present level of Provincial and municipal policymaking for land use, development, and economic planning. The points below are an amalgam of our conclusions and the briefs and reports we have received throughout the study from a variety of sources.

(1) Planning and Development Policies:

Long-term official plans should be prepared for east Parry Sound and west Parry Sound. These would be general inter-municipal plans prepared by joint planning boards and implemented through secondary plans and municipal programs by their constituent local municipalities. These plans

should include policies on such issues as population targets, housing requirements, recreational and resource development, environmental guidelines and servicing standards, the location and type of industrial development, and the phasing of new public works and other municipal facilities. These plans would be the subregional specific plans fitting into the Northeastern Ontario Regional Strategy. Accordingly, they should be prepared with assistance and input from Provincial ministries and should reflect and conform to general Provincial aims, standards, and policies.

Secondary or municipal plans would be required to provide detailed policies for specific municipalities or specific areas within both the east Parry Sound and west Parry Sound joint planning areas. Each plan would include policies on future land use, social and economic programs, municipal works and community facilities, and municipal financial considerations. Examples might include these: a single plan for the present Parry Sound and District joint planning area and Carling Township; a Provincial-municipal plan for the Georgian Bay Archipelago (based on the present North Georgian Bay Recreational Reserve plan and documents and the interim development control order presently in effect); lake development plans for lake chains in the proposed Humphrey and Fairholme municipalities; future plans for development and community facilities in such urban centres as Powassan and South River; and detailed hamlet development plans for such centres as Britt, Pointe au Baril, Port Loring, and Dunchurch. These detailed policies would form part of the overall plans and would be required to be consistent with the general policies contained in the two area official plans.

Zoning by-laws and local staff are the means by which planning policies are to be implemented and enforced. Discussions on development proposals, land subdivision applications, and municipal public works would be guided by the policies contained within the official plans and their secondary plan components and must be consistent with the by-laws.

In the interim period -- that is, before overall official plans are approved -- a number of municipalities and unorganized areas require interim or "holding" zoning by-laws. This will give existing land uses and residents some measure of protection against unregulated changes in land use, population, or local character. They would also enable the direction of development or local improvements to those areas that can sustain such immediate growth. protection and direction is presently only in place or in preparation in the Parry Sound and District planning area, Humphrey, North Himsworth, and the shoreline and islands area under the Ministry of Natural Resources' development control order. All present municipalities are being encouraged to prepare holding by-laws, especially those under pressure for new industrial or housing development, in areas where many severances or cottage conversions indicate population increases or changes, and in urban-serviced municipalities to predict and prepare for servicing demands.

In the long term, zoning by-laws conforming with the official plan should be prepared and adopted by each municipality to direct or control development in the communities in accordance with the overall planning policies. A local by-law enforcement officer and municipal building inspector (a combined position in smaller municipalities) will be required to enforce the zoning and building regulations, in concert with the relevant ministries.

Coordination among Provincial policies and programs should be strengthened. The Northeastern Regional Strategy will serve as a framework for specific policies and projects and the method of identifying priority areas for assistance. Provincial, municipal, and private development proposals and new programs should be discussed and co-ordinated among all affected parties.

Provincial approval and permit systems. Where possible, municipal officials should perform all local regulating, inspection, and minor approval functions (the major exception would be the approval of subdivisions). Provincial input to and review of the official plans should be complete, straightforward and well co-ordinated, preferably through one agency identified as the coordinator. We would suggest that Provincial planning assistance be co-ordinated by the Community Planning Advisory Branch of the Ministry of Housing.

(2) Organizational Requirements:

A municipal planning structure must be established to pool resources and knowledge, to encourage area approaches to common problems, and to bring sufficient strength to the municipal voice in all planning and development matters. With the present number and size of municipalities and unorganized territory, joint planning on an area basis is impractical. Each planning body must be large enough to afford its own full-time planning staff for long-term planning, to provide advice to local municipalities on detailed planning and zoning needs, and to provide consistent and technically proficient advice on land subdivision matters. The planning boards should concentrate on policy development and not administrative details.

The east Parry Sound and west Parry Sound planning bodies must include representation from all future enlarged municipalities, the communities proposed in Britt and Argyle, and the remaining unorganized territory. Each municipality should be represented on the basis of weighted population. The planning board members should be appointed from local municipal councils (ideally mayors and reeves) to ensure the accountability for and visibility of their decisions and to ensure a direct line between plan preparation (by the planning boards) and policy adoption, implementation, and enforcement (by the participating municipalities).

To increase public awareness, to clearly establish the lines of accountability, and to minimize delays and overlaps, the number of bodies making land use policy and decisions must be limited.

At the <u>Provincial ministry level</u>, a committee of Provincial officials at the regional office level and with sufficient authority and experience should be identified as the Provincial representatives on planning matters. They should meet together frequently on all issues affecting land use and development in the two joint planning areas. Where possible, the same people should assist each planning board (east and west). There should be a reasonable level of stability over time in this group's membership.

(3) Resources:

Financial support of the joint planning boards should be shared by all municipalities on the basis of equalized assessment, which reflects their level of development and private land ownership. Provincial financial support should be substantial, reflecting Provincial policy in other restructured areas, the high priority that Parry Sound District has in terms of the Province's recreational and resource development requirements, the large amount of Crown land and number of Provincial facilities (especially Provincial highways and Provincial Parks) in the District, and the large population and land area presently outside municipal jurisdiction.

The inter-municipal planning boards must have sufficient full-time staff to have local expertise readily at hand and to decrease local reliance on Provincial staff and professional consulting firms. Short-term and specialized studies might best be undertaken by specialists, either Provinical Government officials or private consultants.

Local expertise should be used whenever possible. Interested groups, individuals, and public bodies should be encouraged to present ideas and briefs and to participate in special projects and studies. Final decisions, however, should be made by the planning boards and municipal councils themselves.

A primary joint responsibility of the planning boards and Provincial officials should be the maintenance and updating of the considerable resource material collected and analyzed by the Study Group during this study. This includes base and thematic mapping, census data, surveys, files, reports, unpublished material, and correspondence. A District approach to mapping, data evaluation, and presentation is required, not only between the two joint planning boards but among all Provincial agencies and programs.

DISCUSSION AND RECOMMENDATIONS

(1) Regional Level:

The Northeastern Ontario planning region has been defined by the Government of Ontario as an area for Provincial regional planning. The Northeastern Ontario Regional Strategy is the latest Provincial report proposing an approach to economic and social planning in the Northeastern region. The following quotation from the summary of the 78-page report describes its purpose:

"This planning strategy establishes guidelines to encourage the orderly social and economic development of the area to the mutual satisfaction of the people and the government. It provides a general framework for future government and private decision-making. The strategy should not be viewed primarily as a package of new programs but rather as a guide to more effective management of future Provincial expenditures in the northeast, in order to achieve definite objectives beneficial to the people of the region and the Province." (p. x)

The strategy followed five very general guidelines. One of these is "that the planning process should be a partnership between the people of the region, municipalities and the Government of Ontario". (p. xi) The development strategy addresses three areas: economic, social, and spatial (the last is divided into an "urban system strategy" and a "resource based" strategy). Each subject area of the report specifies objectives and recommendations to achieve these objectives.

The recommendations in the Strategy Report apply to the whole planning region. Accordingly, there are very few references to specific problems, needs, or recommendations pertinent only to Parry Sound District. This was pointed out by several municipal leaders at the public meeting held recently in Parry Sound to discuss the strategy. The report's only mention of the District was its designation of Parry Sound as an "area service centre," the class next in size to the four subregional centres of North Bay, Sudbury, Sault Ste. Marie, and Timmins. Other area service centres identified are Kapuskasing, Kirkland Lake, Moosonee, and

the Tri-town area. The report did not define the area of influence of Parry Sound or specifically recognize the fact that the Parry Sound urban area is much larger in population and geographical area than the present Town of Parry Sound. The report also noted the joint Federal-Provincial funding of water and sewage facilities for the Carling Industrial Park (\$647,895 in 1976-77 and \$1,863,000 in 1977-78).

The Northeastern Ontario Regional Strategy report made a number of observations and recommendations that, while not specific to Parry Sound District, deserve comment in the context of planning and public decision-making in the area and in light of the Study Group's observations. For example, the social strategy section included a comment that a "lower level of social services is found in the smaller communities of the northeast [compared to the cities | . . Distances often make the sharing of professional staff unfeasible and it is not easy for small communities to recruit qualified staff." (p. 49-50) While this is the case in parts of northeastern Ontario, the establishment of inter-municipal boards for education, public health, welfare, and homes for the aged in Parry Sound District and other territorial districts has enabled the provision of facilities and staff that together provide many social services equivalent in quality to those in the cities. other areas (for example, day care, local medical services) parts of Parry Sound District do have lower service levels than are desirable.

The report recommended that a number of new bodies be established to undertake single-purpose planning and service delivery in parts or all the region. In the housing area, the report proposed the "establishment of regional or community-based housing management groups, representing participating senior and local government agencies and the community and client groups which should be considered in administering the delivery of housing programs in the region." (p. 51) It also proposed that "district health

councils in northeastern Ontario and the Province should develop plans for a comprehensive system of health services for the region." (p.53) The Study Group opposes the formation of these new single-purpose bodies in the District of Parry Sound. The central organizational problem is the inadequacy of the basic municipal structure to undertake what are joint or individual municipal responsibilities.

The implementation section of the report mentions the present initiatives in the area of regional economic development: the servicing and industrial expansion projects in Sudbury, Timmins, Parry Sound (Carling Industrial Park), and Matachewan funded through the regional priority budget and the Canada-Ontario General Development Agreement. It goes on to say that "in many ministries the recommended actions transcend the jurisdictional boundaries of individual ministries and policy fields. By continued coordination among ministries the aims of the strategy can be more effectively achieved." (p. 73) When it is prepared, the final development strategy should specify how the Province should organize itself to achieve this necessary coordination and in particular to undertake the planning and implementation of projects affecting specific areas within the northeastern Ontario planning region.

The report does not propose a framework or structure for incorporating the role of municipalities in the planning process at the regional or sub-regional level. The Municipal Advisory Committee, composed of municipal representatives from Northeastern Ontario, was established to advise the Government on general regional development issues in northeastern Ontario. The development strategy finally adopted by the Government should indicate how municipalities will participate in refinement and implementation, including their role in these steps: general review of the final Northeastern Ontario Regional Strategy; subregional plans to implement this strategy; and the many existing and necessary joint municipal and joint Provincial-municipal undertakings on the many specific issues involved in economic and social development.

The housing section of the strategy report contains a recommendation that the "Provincial government should institute joint Provincial-municipal subregional planning in the areas surrounding the region's four major centres and in other areas where necessary." (p. 52) No local government structures presently exist except in Timmins (a large city) and in Sudbury (the Sudbury regional council) for the undertaking of such area-wide plans. We have established that North Bay's area of influence includes the northeastern section of Parry Sound District, including the proposed Himsworth and (possibly) Almaguin municipalities. A method is required by which this kind of area-wide planning can involve a city and surrounding smaller municipalities.

The resource base portion of the strategy suggests that "optimal use of resources" and "maintenance and enhancement of environmental quality" are the prime objectives, in that order. To achieve these two somewhat competing objectives, the report proposed that "comprehensive water and land use planning in the region should continue to be pursued by the Provincial Government in cooperation with the municipalities concerned." (p. 70, emphasis added) Provincial natural resource policy is primarily a responsibility of the Ministry of Natural Resources but other ministries are very heavily involved as well. A comprehensive plan and formal structure for implementing Provincial resource priorities in either Northeastern Ontario or in particular areas of the region is required. At the moment, most responsibility for land use planning has been delegated under The Planning Act to municipalities within defined planning areas. The future role of municipalities and inter-municipal bodies in land use planning should be established before the final strategy is implemented.

The Province has comprehensive land use regulation powers only where a Provincial zoning order has been implemented under The Public Lands Act and in such special areas as Provincial parks and other Crown lands.

A single plan is implied in this section: "the plan must be based on sound resource data and full and fair participation

of the people of the region." (p. 70) In Parry Sound District, the Study Group is acting as an <u>ad hoc</u> information-sharing group for the ministries of Natural Resources, Housing, and TEIGA at least. In the Elliot Lake-North Shore area, a different interministerial committee is making recommendations to cope with uranium extraction expansion.

Comprehensive municipal land use planning is presently limited to only four areas in northeastern Ontario: Sudbury Region, Timmins, Sault Ste. Marie, and North Bay. Only the first two have a sufficiently strong municipal organization and sufficient area coverage to set and enforce policy on all development and servicing matters. Elsewhere, the municipal structure is inadequate to cope with the patterns and influences that are acting within individual municipalities. Joint planning is only a partial and sometimes frustrating method of preparing and implementing policies. Plans must be implemented by small, neighbouring, and competitive municipalities. Among the 129 municipalities of northeastern Ontario, only 64 are included within planning areas. There are only 19 approved official plans in force encompassing 34 municipalities. They include seven joint official plans covering 22 municipalities.

In summary, we feel that there are areas where joint Provincial and municipal structures, plans, and approaches are needed -- at the subregional level especially -- to guide the implementation of whatever regional strategy is finally adopted by the Province for northeastern Ontario. The following recommendations apply to the regional level only:

(54) The document Northeastern Ontario Regional Strategy, when refined, should specify the organization and methods by which regional, subregional, and local policy-making and priority setting will be pursued. The coordinated actions of strong municipalities should be recognized as a key method of implementing Provincial policies in the northeast that are subject to local conditions and requirements.

(55) A planning hierarchy for northeastern Ontario should be established and recognized by the Province of Ontario and all municipalities for the development and implementation of land use, development, and resource policies at all levels. This should include the following:

Level

Areas

Regional

Northeastern Ontario
Planning Region: Districts
of Parry Sound, Nipissing,
Sudbury, Timiskaming,
Cochrane, Manitoulin, and
Algoma and Sudbury Regional
Municipality

Subregional

- •Sudbury Regional Municipality
- City of Timmins
- •City of North Bay and surrounding territory
- City of Sault Ste. Marie and surrounding territory
- Manitoulin Planning Area (Manitoulin District)
- Groups of municipalities within parts or all of a territorial district (joint planning areas), including
 - East Parry Sound District
 - West Parry Sound District

Municipal

Local municipalities either present or consolidated where appropriate (e.g. 9 proposed full municipalities in Parry Sound District)

- (56) At the regional level we suggest that a single group of Provincial ministry representatives be designated as the Provincial civil service body for implementing economic development, land use, and other policies at the regional level.
- (57) Every Provincial agency and ministry should use the Northeastern planning region as a unit for planning and inter-ministry coordination purposes and should adopt common locations for future offices and other facilities.

(2) Subregional Level - Joint Planning Boards:

Area-wide planning at the district or semi-district level is required throughout Northeastern Ontario and particularly in Parry Sound District, for a number of reasons. First, neither the existing municipalities nor those future consolidated municipalities (such as those we have proposed in this report for Parry Sound District) have the resources and area extent to undertake general resource and economic planning or specialized studies of their present needs. Second, education and social programs are already planned and administered on a district, city or sub-district basis (e.g. west Parry Sound and east Parry Sound education and homes for the aged boards; Parry Sound District Welfare Administration Board). The use of qualified professional staff and central facilities for good land use and economic planning would not be possible if each individual municipality undertook each planning function separately, as was the case for most social service functions until the mid-1960's.

Third, the Northeastern Ontario Regional Strategy will contain general objectives and programs that must be implemented on a smaller scale. Areas with similar characteristics — e.g. the tourism and limited resource development base of east and west Parry Sound District — should join together to plan for their common base in more specific terms than the regional strategy will spell out. These more specific objectives are required in order to guide public, corporate, and individual decisions affecting future growth and land use

in the area.

From the start, our studies and observations have shown that in Parry Sound District there are two relatively distinct and separate areas of interest roughly equal in size and permanent population but different in physical character and resources. East Parry Sound includes the land and lakes joined by Hwy. 11. West Parry Sound is dominated by inland lakes and rivers, the Georgian Bay shoreline, and the Parry Sound urban area. Each should be established as a separate joint planning area.

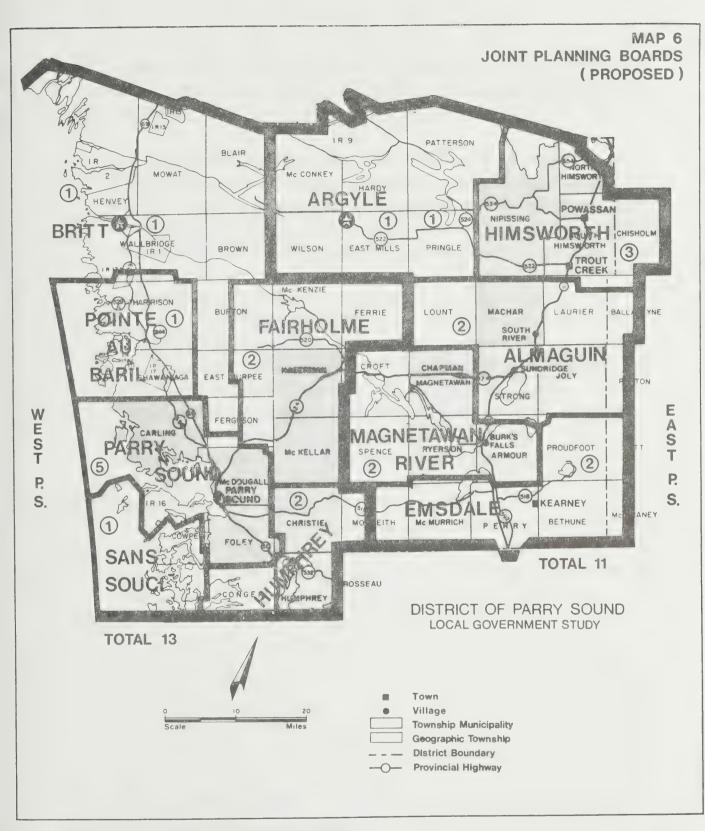
(58) Two joint planning areas should be designated in Parry Sound District with the following composition:

West Parry Sound joint planning area Proposed municipalities
of Fairholme, Humphrey,
Sans Souci, Parry Sound
and Pointe au Baril;
Britt Community; unorganized
townships of Blair, Brown,
Burton (part), East Burpee
(part), Ferguson (part),
Mowat, Henvey, Wallbridge.

East Parry Sound joint planning area

Proposed municipalities of Himsworth, Almaguin, Magnetawan River, and Emsdale; Argyle Community; unorganized townships of Patterson, Pringle, Hardy, McConkey, East Mills, Wilson.

For each joint planning area, an inter-municipal joint planning board should be established. In each case there should be representation from each proposed municipal council based on weighted population. In addition the proposed Britt and Argyle community councils should each appoint a representative. The remaining unorganized northwestern territory of each planning area should be represented by one person to represent rural and seasonal concerns. In addition, representatives of the five Indian Bands in the District should be invited to have full membership or observer status on the boards to enable the reserves to



PROPOSED JOINT PLANNING BOARD

Board Boundary
Ward (Municipal) Boundary

Number of Appointees for Municipality

be aware of area-wide planning policies and to coordinate reserve development plans, where appropriate, with joint planning efforts in the joint planning areas.

Map 6 shows proposed board boundaries and representation. The board size in each case is manageable while still representing all the proposed municipal and other areas and providing enough members to carry out the important duties of the board. These duties include reflecting local needs and reaching agreement on general policies and standards for the whole joint planning area. In view of the importance of land use, development and economic planning to the area and its municipalities, we would propose that all of the municipal representatives on the planning boards should be municipal council members, including the mayor or reeve. While direct accountability is impossible in an inter-municipal body, having the head of council and council members would be preferable to non-elected representatives. The line between policy preparation and implementation by municipalities would also be much straighter. The emphasis laid by the municipalities throughout the study on the need for local planning responsibility would suggest to us that municipal councils would prefer this form of direct representation.

(59) A planning board should be appointed for each joint planning area consisting of municipal council members for each proposed municipality on the basis of weighted population; one representative from each proposed community (Britt and Argyle); and one representative from the remaining unorganized portions in each planning area. Representation from the District's Indian bands should be invited.

<u>Duties and Responsibilities</u>: The two joint planning boards would be the main planning bodies in the District. We propose

that they be given the major responsibilities available to planning boards under <u>The Planning Act</u>. These would include the preparation of an official plan for the joint planning area, of general criteria and standards to be used in the granting of severances and the consideration of development

proposals, and of secondary plans on behalf of local municipalities.

Staff employed by each board would be responsible for providing planning advice and technical assistance to local municipalities on a contract basis in the preparation of secondary plans, zoning by-laws, agreements with developers and subdividers, and responses to Provincial proposals and programs.

The matter of severance applications is a special issue. At present, four municipalities in the District have committees of adjustments to consider severance applications. These bodies are separate from but appointed by the present local councils in Parry Sound, Foley, McDougall, and Humphrey. In all other areas, the Ministry of Housing either approves or rejects applications to sever land. This is necessary with the existing municipal structure and the large amount of unorganized territory.

However, it is not entirely appropriate that what should be a municipal function is being undertaken by a centralized ministry. In fact, this is probably the largest single area of complaint within the present planning system in Parry Sound District. Decisions about consent applications should be a local and not a Provincial matter. The level at which these applications are considered and decisions made is very important.

For a number of reasons, we propose that the two joint planning boards should also deal with applications for consents (severances). First, the existing and proposed municipal areas do not have the resources to afford the necessary professional expertise to offer consistent advice on land subdivision matters. Second, the risk of having local committees of adjustment in each municipality is that consent applications may be judged in a less than objective way without appropriate study and assessment of all relevant technical and environmental aspects. Evidence of such parochialism

in severance matters abounds through Ontario. These two reasons are largely responsible for the recent formation of land division committees in each county in Southern Ontario, replacing existing local committees of adjustment. At that level, objective consideration of technical advice and overall policy implications of the location and type of land subdivision is more likely than at the local municipal level.

A related responsibility of most committees of adjustment is the granting or denial of variances to zoning by-laws. Municipal assumption of this responsibility seems appropriate, since most requests for variances affect the owner and his immediate neighbours only. A full-time zoning by-law enforcement officer or building inspector at the local level would be the appropriate person to provide advice to municipal council on requests for minor variances to zoning by-laws.

The two joint planning boards should be recognized as the major bodies in Parry Sound District in all matters affecting the general economic and land use patterns of the District. Accordingly, the boards should be consulted by Provincial, Federal, and private interests when a program or project with area-wide effects is proposed. Liaison between the joint planning boards and the boards of education, the District Welfare Administration Board, and other area-wide bodies should be frequent, amicable, and two-way. This should be especially so during the preparation of the official plans and the consideration of such specific problems affecting all organizations as economic trends, employment problems, housing costs, the phasing of new development, public facility demands, and so on. Staff of the joint planning boards would be expected to provide advice to the planning boards and to the municipalities in such areas as housing needs, industrial development strategies, standards for roads and other public works, highway route proposals, and lake capacity studies.

- (60) Each joint planning board should be given the following responsibilities:
 - Preparing an official plan
 - Preparing secondary plans for constituent municipalities
 - •Preparing policies and standards for land subdivision by severance
 - •Providing planning advice on contract for constituent municipalities, including the preparation of zoning by-laws, housing policy statements, subdivision agreements, industrial development programs, and other detailed planning documents or plans pertinent to municipal areas
 - •Acting as committee of adjustment for the approval of severances (consents)
 - •Acting as the "body of primary interest" on all issues and programs affecting the planning area's social, economic, and environmental character
 - •Other responsibilities required under Section 12 of <u>The Planning Act</u> with respect to general and specific planning duties of a planning board

Provincial Liaison: The Study Group has identified the many
Provincial agencies and ministries with
direct or general concerns in the planning
area and has repeatedly stated the need for improved coordination
among these agencies and between the Provincial level and
municipal planning authorities. The most important step

areas and boards as the subregional components of a regional development strategy. In some cases because of census data

would be the recognition of the two proposed joint planning

availability, mapping, and other considerations the two planning authorities within Parry Sound District should be considered together and coordinated.

(61) The east Parry Sound and west Parry Sound joint planning areas should be recognized by the Government of Ontario as subregional areas within the Northeastern Regional Strategy. Further, the two joint planning boards should be recognized as the municipal-level partners with legitimate interests and jurisdiction in the refining and implementation of such a strategy.

The Study Group represents the three Provincial ministries with primary involvement in planning, resource development, and land use -- Housing, Natural Resources, and Treasury, Economics, and Intergovernmental Affairs. We have given considerable thought to the methods by which these three ministries and all other Provincial agencies might be better coordinated, be of assistance to the overall planning efforts required, and might improve the present system of land use decision-making, especially at the subregional level. The following recommendations are those of the Study Group only and are not official policies of the three ministries we represent or of the Government of Ontario.

- (62) We propose that a single technical committee of civil servants be identified and recognized as representing the interests of Provincial ministry programs in the fields of land use planning and development within Parry Sound District. Representation on the group should be from the senior regional level (manager or equivalent) and include the following ministries:
 - Natural Resources
 - Housing (co-ordinator)
 - Environment
 - Transportation and Communications

- Treasury, Economics and Intergovernmental Affairs
- Industry and Tourism
- Department of Indian Affairs and Northern Development (Federal)
- (63) This technical committee should have the following responsibilities:
 - •Act as technical advisors to the East and West
 Joint Planning Boards and constituent municipalities
 during the preparation of official plans
 - •Coordinate at the Parry Sound District level the Provincial share of the implementation process for the Northeastern Ontario Regional Strategy
 - •Act as the Provincial group for the circulation and review of land development applications, including plans of subdivisions, condominium plans, tent and trailer sites, zoning by-laws and amendments, and secondary plans and amendments
 - •Be the Provincial members of "external teams" or "task forces" on such projects as highway route selection, Provincial park plans, urban servicing proposals, industrial location studies, and planning of the Georgian Bay Archipelago
 - •Maintain and update regularly in a single coordinated way the information and maps produced by the District of Parry Sound Local Government Study until the East and West Parry Sound Planning Boards are sufficiently well organized and staffed to undertake this function

We have made particular reference in the Research Report and in this chapter to the present confusing and complicated systems of permits, approvals, and inspections governing building and land use in the District. We feel that the need for improvement is great enough to warrant these recommendations:

- (64) The Province should find ways of improving the present systems for approving building, fire, electrical, land severance, pollution control, highway access, and other requirements of development, including the consideration of these possibilities:
- allowing a municipal inspector to perform as many of the inspections and approvals as possible
- a single instruction booklet and check list for land owners and builders, governing all required permits, procedures, addresses, etc. should be prepared
- eliminating multiple and repeat site inspections as much as possible, perhaps by designating one ministry's field staff as the primary inspectors for all related functions and by providing adequate support staff and resources to effect this.

(3) Municipal Level:

We have proposed that all significant land use planning responsibilities should be undertaken by the two joint planning boards. However, the role and say of each municipality in the planning and development process will still be very strong. First, each municipality would have direct representation on the joint planning board by council members. A municipality's part in the discussion of policies, development applications, and surveys will be as strong as its representatives on the joint planning board. Each municipality has a vote on the board according to weighted population. For a plan to be recommended to the councils, a majority vote of the planning board is required by Section 12 of The Planning Act.

Second, the municipal council would have as one of its responsibilities the review and adoption of secondary plans affecting it. Under Section 14 of The Planning Act any official plan for a joint planning area must be referred to each municipality by the Minister of Housing before he approves or otherwise decides on the plan's future. The Minister must consult with the council of the municipality affected before any modifications are made to the plan at the Provincial level. In addition, certified copies of the plan must be available in each municipality within the joint planning area.

Third, each municipality will be responsible for the implementation of policies in the general official plan and secondary plan policies in its own area through zoning by-laws, the phasing of public works, and other municipal programs. Each zoning by-law, although prepared for it by joint planning staff, must be passed by the individual municipality before it is presented to the Ontario Municipal Board for public hearing (where necessary) and Board approval. Zoning by-law enforcement is up to the municipalities. Most of the proposed municipalities are large enough to afford a full-time zoning by-law enforcement officer. In the smaller places, a combined zoning by-law enforcement officer and

building inspector should be hired on a full-time basis. Any by-law is only as good as its level of enforcement. If land is used in a way or intensity that is not in keeping with local wishes or policy -- that is, contrary to an approved by-law -- then the owner must be persuaded to conform to the by-law, to seek and acquire a minor variance to the by-law, or accept the penalty imposed for contravention of the by-law.

It would be advisable for all municipalities in the joint planning area to agree to a common set of guidelines for the whole planning area for such matters as: These should be contained in the overall official plans but should be agreed to before the plans are finalized and approved ensuring that zoning by-laws of neighbouring municipalities are complementary where necessary (e.g., along similar types of lakes); providing a uniform attitude to enforcement; and defining what is a minor variance, to make it clear to the municipality, the landowner, and the planning board what are acceptable exceptions to the general rules in the by-law for land use, lot and building sizes, density, etc.

- (65) Each proposed full municipality should have the following responsibilities related to the implementation of joint official plans:
 - adoption of detailed secondary plan(s)
 - plan implementation through the preparation and passing of zoning by-laws, public works programs, and municipal financial planning
 - · decisions on minor variances to zoning by-laws
- (66) Each proposed full municipality should employ a full-time by-law enforcement officer and a full-time building inspector, combined in the smaller municipalities into one staff position.

PLANNING STAFF

In this chapter, we have emphasized the municipal role in planning. Accordingly we would suggest that the joint planning boards should have sufficient full-time qualified planners on hand to provide the necessary information, advice, and knowledge that planning requires. The staff used by the boards should be hired by, paid by, and responsible to the boards.

The use of consultants may be necessary in specialized areas or projects. But their advice comes dearly (\$300 and more per day plus expenses) and their use for such detailed and time-consuming local activities as the collection of information, the holding of public meetings, and general advice to councils and boards should be avoided. These are properly the functions of full-time staff. Provincial staff should be consulted wherever possible, especially to avoid the duplication of mapping or research efforts (a common occurrence) and to avoid the board staff or board members pursuing unlikely or unproductive policy options where Provincial interests or policies can be clearly stated. The resources of the members of the Provincial technical committee proposed above should be used as much as possible.

We propose that the two planning boards have largely separate staffs. Distance, different conditions, and the difficulty of working for two masters (two planning boards) would support this proposal. Each board would require four (4) staff members to assist it in fulfilling the responsibilities we have proposed above. This staff would include: one senior planner to provide planning policy advice to the board and municipalities; one development planner to act as advisor to the board on land subdivision and development matters (severances); one planning technician to provide

technical, field survey, research, and drafting assistance; and one secretary or clerk-typist. This size staff would be needed to administer plans once they are prepared and to provide ongoing advice to the Board and the municipalities. Obviously, additional assistance from the Province, contract staff, and specialized consultants would be needed to prepare the official plans and some of the more detailed secondary plans and zoning by-laws. The cost of these planning stages depends very much on the type of policies and documents and the level of detail being considered by the joint planning boards.

If the two joint planning areas were totally separate, we would suggest that a planning director, a long-range planner (primarily for official plan preparation and research) and a draftsman to prepare base and special mapping would be required. However, in this case we would propose that these three (3) staff members be shared by the two boards. Cost savings, the fact that much mapping and census material is available on a District basis, and the close proximity of the two areas are the main reasons. This sharing could be arranged either by one board hiring these people and being reimbursed by the other board for their time and expenses on the second board's behalf, or by both boards agreeing on the people required and making them employees of both boards.

The combined annual salary costs for both boards of this number of staff (4 for each board and 3 shared) would be approximately \$180,000 at present salary levels. Rent, travel, equipment, and other expenses would probably amount to about \$30,000 per year. If this figure seems fairly high, some comparisons may prove useful. Muskoka District presently has a planning staff of 10, including six planners. Although Muskoka has a slightly larger population and higher level of development pressure, Muskoka has prepared its own official plan with this staff and has a longer history of planning than Parry Sound District. In Parry Sound District only 5 municipalities and less than half the total population have

planning policies of any kind now in force.

Expressed as a mill rate \$210,000 spent over an assessment base of over \$500 million is equivalent to less than 0.4 mills or about \$8.00 on a house assessed at \$20,000. In addition, the Province could be expected to contribute to the cost of planning in the two joint planning areas.

SPECIAL PLANNING AREAS

There are a number of geographical areas within Parry Sound District where special efforts will have to be made to ensure that appropriate planning policies are in place. These include the Georgian Bay Archipelago, unorganized territory outside future municipalities, and liaison with North Bay and Muskoka District.

(1) The Georgian Bay Archipelago:

The key reason for the Georgian Bay Association's recommendation for municipal status for the Georgian Bay islands and shoreline is the desirability of having municipal policy and control of the development, character, and environmental protection of that unique area. This concern was supported strongly in Norman Pearson's report on the archipelago and has the Study Group's support as well.

We believe that the municipalities proposed for the islands area (Sans Souci and Pointe au Baril) should participate on the West Parry Sound Joint Planning Board. The preparation of social, economic, and planning policies for the West Parry Sound planning area must include the shoreline since it is part of the natural, social, and tourist system of the western area.

However, we feel strongly that special considerations and plans are required for the archipelago. The shoreline and islands are presently within the area of jurisdiction of an interim development control order, instituted by the Minister of Natural Resources under the authority of Section 17 of The Public Lands Act and through the urging of the cottage groups along the bay, especially the Sans Souci and Copperhead Association. This order legally can exist only in unorganized territory. It was the understanding and the intention of all parties prior to the order's promulgation

in January 1975 that the order was interim (that is, in place only until a municipal system were established). When municipalities and a joint planning board are set up as in our proposals or a modification of them, the order must be converted to a municipal zoning by-law. It is absolutely mandatory that there be no time gap between the lifting of the Section 17 order and the approval and enforcement of a municipal by-law. Otherwise, development postponed or prohibited by the present system of building controls will commence, and in a hurry. One method is the conversion of the Section 17 order to a Minister's order under Section 35 of The Planning Act which can be in place in municipalities as well as in unorganized territory, until a zoning by-law has been prepared and circulated for review and has received Ontario Municipal Board approval.

The important point is that there must be policies for the archipelago contained in a plan document, implemented through zoning by-laws of their equivalent, and strictly enforced. There are three methods possible: (i) the preparation of a secondary plan within a west Parry Sound official plan; (ii) modification of the North Georgian Bay Recreational Reserve Plan to cover the entire Bay area within west Parry Sound District; and (iii) preparation and implementation of a plan under The Ontario Planning and Development Act.

(i) The incorporation of a set of policies unique to the archipelago within the overall west Parry Sound official plan may seem a most normal and obvious method. Although the plan must be approved by the Minister of Housing on behalf of the Province, it would be prepared with direct input from and on behalf of the municipalities in the planning area. The plan would be implemented through the individual municipalities in a consistent way by use of municipal zoning by-laws conforming with the archipelago secondary plan. Obviously the Province has a strong interest in the protection and intensity of use of the archipelago. That area's recreational capability, the importance of fisheries and historical features, and the large amount of Crown land

are only some of the reasons for this. The Province would be involved throughout the plan preparation stages through the Provincial technical committee mentioned above. Provincial review of the plan would obviously be thorough, especially by the Ministries of Natural Resources and Environment.

(ii) The North Georgian Bay Recreation Reserve (NGBRR) was established by Provincial legislation in 1963. reserve includes much more territory than the Parry Sound District portion of Georgian Bay. It includes the portions of Sudbury, Manitoulin, and Algoma territorial districts fronting on the North Channel as far west as Spragge geographic township and a very large unorganized portion of inland Parry Sound District within the proposed Pointe au Baril and Fairholme municipalities, the Loring area (excluding the developed area along Hwy. 522), and all the townships fronting on the French River west of Nipissing Township. Much of this area is well upstream of the Bay. The south boundary of the reserve is the Shawanaga/Carling Township line. The reserve therefore does not include significant portions of the archipelago fronting on Carling, McDougall, Foley, Cowper, and Conger townships in Parry Sound District and those portions of the southern archipelago within Muskoka District and Simcoe County.

A committee within the Ministry of Natural Resources is presently studying The North Georgian Bay Recreational Reserve Act and the plan established by that Ministry for the Reserve. The Study Group has had no direct contact with this committee but has some observations to make on the reserve:

Reserve Boundary: The NGBRR presently outlined has a number of rather separate parts: the inland portions of Parry Sound District, the section of the Georgian Bay archipelago north to the French River Mouths, and the section of the North Channel from Killarney to Spragge.

Although the Georgian Bay sections have similar physical characteristics and problems, each has distinct access and activity patterns. A more appropriate Reserve would include all of the Georgian Bay shoreline and islands and appropriate inland section, from Waubaushene to the French River Mouths.

Reserve Plan: The NGBRR plan pertains to public lands only. However, The NGBRR Act gives the Minister of Natural Resources and the Provincial Cabinet authority over plan preparation, content, and implementation. There is no provision for local public input, review, or appeal. For example, Section 3 (2) provides that "the Minister may take such means as he deems proper for the implementation of the land use plan referred to in subsection 1 or any part of such plan."

Implementation: A Public Lands Act Minister's order was the implementation method chosen for protection of the unorganized portion of Georgian Bay within Parry Sound District. It is important to note that this provision is not a method referring directly to The NGBRR Act. The order's guidelines govern private land use as well as guiding public land use. Elsewhere, the general zoning system established under the plan acts as a guide to the desirable density of development and as a plan for Ministry of Natural Resources' decisions on public land use and land acquisitions. The plan does not compel private users to conform to the zoning guidelines.

(iii) In 1973 legislation providing for the planning of special areas in Ontario was enacted. The Ontario Planning and Development Act, 1973 enables the Government of Ontario to establish a "development area", for which a plan is prepared. Establishment of advisory committees, the conduct of public hearings, and the conformity of all municipal by-laws with the approved plan are mandatory in the legislation. This general legislation is the basis for planning in two special areas (the Niagara Escarpment and the Parkway Belt, a multi-purpose urban separator in the Lake Ontario urban area), each of which has been undertaken by complementary legislation.

In the case of the Niagara Escarpment, the appointed Niagara Escarpment Commission includes county and regional council representatives and has the responsibility for plan preparation and its implementation by development control. The Niagara Escarpment Planning and Development Act allows the Government to transfer the functions of the Niagara Escarpment Commission -- including the authority to issue development permits -- to a regional or county council.

We suggest that protection and wise planning of the Georgian Bay Archipelago should have the same Provincial priority as the Niagara Escarpment. It is our feeling that The Ontario Planning and Development Act provides the legal flexibility within which planning for the whole Georgian Bay Archipelago might be undertaken. Municipal representation on advisory committees and plan preparation bodies, the requirement for public hearings and development control, and the opportunity to expand or contract the size of the planning area as conditions warrant, are all possible and attractive provisions.

Despite its infrequent use to date, we see this method as being the most attractive alternative. It could be the most likely method of combining elements of the NGBRR plan, the interim control order, and other necessary policies into a consistent, locally specific, and ongoing planning process for the entire archipelago. With appropriate modifications of the implementation method according to municipal capability, the development planning area could extend from Waubaushene to the French River Mouths and possibly include the North Channel area as well.

(67) We recommend that the planning and environmental control of the entire Georgian Bay Archipelago within, but not limited to, the District of Parry Sound be given priority by the Province of Ontario. Further, that The Ontario Planning and Development Act, 1973 be used and that the following aspects of the planning process be detailed in legislation complementary to that Act:

- •the boundaries of an archipelago planning area
- •the structure by which the plan would be prepared (e.g. advisory committee or task force), especially the municipal role in it
- •the method of development and building control
- •the method of public participation throughout the process and in particular the hearing procedures used to discuss modifications and objections to the plan
- •the relationship of an archipelago plan to the North Georgian Bay Recreational Reserve, the Northeastern Ontario Regional Strategy, and a west Parry Sound Official Plan

(2) Unorganized Territory:

Most of the land area of Parry Sound District is presently unorganized for municipal purposes. Even if all our proposals for municipal structure were adopted and implemented, ll townships in the northern and northwestern sections would be without full municipal status. This has implications for the level of Provincial assistance (staff and financial) required for plan preparation and implementation in these portions of both the proposed planning areas for east and west Parry Sound.

Plan Preparation: Provincial involvement in the development of planning and development policies for unorganized territory will be substantial.

We have recognized the legitimate local advisory role of the proposed Britt and Argyle communities and the need for representation of the remaining non-municipal areas on the two joint planning boards. However, the professional staff and financial resources for planning these areas should come directly from the Province. This principle has been recognized elsewhere in northern Ontario where planning areas include unorganized territory (e.g., Sloux Lookout Planning

Area and the Sault Ste. Marie North Planning Area). We would also suggest that the proposed municipalities presently with large amounts of unorganized territory might be able to justify special assistance from the Province to allow these areas to "catch up" in terms of planning controls. (This does not suggest that the present <u>municipal</u> areas should be allowed the same assistance since the municipalities have the authority to establish zoning by-laws if they so wish. Most haven't).

- (68) The cost of preparing planning policies for the unorganized portions of the proposed joint planning areas should be borne completely by the Province. Partial assistance should also be considered for the areas presently without municipal status but included within future consolidated municipalities.
- (69) The planning of unorganized territory could be undertaken either by the Provincial technical planning committee directly or by the Province paying the planning costs borne by the joint planning boards for the unorganized territory within their areas.

Plan Implementation and enforcement: Planning policies for the future unorganized territory cannot be

implemented by municipal zoning by-laws. The methods available to the Province are the improvement permit system under a Minister's order implemented under Section 17 of The Public Lands Act or a zoning order by the Minister of Housing under Section 32 of The Planning Act. An inter-ministry committee chaired by the Ministry of Housing is presently investigating the methods of improving both systems of planning controls in unorganized territory. A related complication is that The Ontario Building Code Act, 1974 and its regulations require the Province to inspect and issue building permits for all new buildings in unorganized territory.

Regardless of the methods used, the planning policies adopted and approved for the joint planning areas must be implemented and enforced in unorganized territory as well as in the municipalities. The plans and their zoning by-laws would also serve as the basis for the Province to grant or deny severances and subdivisions in unorganized territory and to grant building permits and as a way of planning the level and timing of public services provided by Provincial ministries directly and by special-purpose bodies (e.g., schools and health services). In keeping with our recommendations above, a simple and co-ordinated method of reviewing development applications and making decisions in light of the planning and zoning policies should be devised.

(70) Planning policies prepared by two joint planning boards should be implemented in unorganized territory by the Province directly by an improved zoning by-law based on the existing <u>Public Lands Act</u> and <u>Planning Act</u> provisions. They should be enforced in a visible, simple and co-ordinated way. Ideally, one ministry or office should be responsible for as many of these as possible: building permits, fire and hydro inspections, the approval of subdivision and severance applications, and the inspection and approval of liquor-licensed premises and tourist establishments.

(3) North Bay Area:

Our studies have shown that the city of North Bay exerts a considerable influence on the municipalities to its south and east. It is the location of employment, professional and institutional services, and shopping facilities used by many residents of northeast Parry Sound District and Nipissing District. During the course of the local government study, a number of informal attempts were made to look at the level of planning co-ordination that may be required between North Bay and such municipalities as North Himsworth, Powassan, Chisholm, East Ferris, and Bonfield (the last three are in Nipissing District). We have consistently argued that such discussions should follow the release of our final recommendations on Parry Sound District.

The direct influence of North Bay on the hamlet of Callander and urban development pressure in other northern parts of North Himsworth Township are the main reasons for our recommendation that the area join North Bay for municipal purposes. However, we also recognize that some plan coordination between the City and the proposed East Parry Sound Joint Planning Board will be necessary, especially with respect to development standards and economic development in the proposed Himsworth and Almaguin municipalities.

(71) During and after the preparation of planning policies for East Parry Sound and the proposed "Himsworth" and "Almaguin" municipalities there should be continuing communication between the City of North Bay, the proposed East Parry Sound Joint Planning Board and the proposed municipalities of "Himsworth" and "Almaguin".

(4) Muskoka/Parry Sound Liaison:

Three specific areas along the boundary between Muskoka District Municipality and Parry Sound District will require coordination during the preparation and implementation of planning policies.

East Parry Sound:

The growing development pressure in east Parry Sound (e.g. in Proudfoot and Bethune unorganized townships) is due in part to the lack of development capacity and more stringent controls in Muskoka District. Planning policies and zoning by-laws developed for the <code>Emsdale</code> area in particular should take account of Muskoka's direction in development standards, rural development, commercial land use, and lake capacity.

Humphrey:

We indicated in our detailed discussion of a Humphrey municipality that planning coordination between Muskoka, the west Parry Sound Joint Planning Board, and the future Humphrey area municipality would be required.

The Muskoka Lakes do not form a barrier between the two municipal structures and Hwys. 141 and 69 provide easy access between them. Therefore, complementary development standards must be adopted. Large differences in standards for lot size, setbacks, public open space, and so on could act to the detriment of both areas — particularly the area with the more lenient standards. A careful comparison of the Muskoka and Muskoka Lakes plans with the Humphrey official plan would be necessary.

Georgian Bay Archipelago:

As we stated above, the physical similarities between the proposed Sans Souci area and the islands and bays of Georgian Bay Township are great. Access between the two is very easy. Ideally, both areas should be included in a special archipelago planning area and undertake appropriate planning policies and enforcement procedures.

(72) A consistent method of coordinating planning efforts in Parry Sound District with those of Muskoka District and the City of North Bay should be devised. Regular communication between the councils, planning boards or committees, and planners should be encouraged.



CHAPTER THREE

MUNICIPAL FINANCIAL

CONSIDERATIONS



SECTION A

OF RESTRUCTURING PROPOSALS METHODOLOGY AND CAUTIONS

A financial simulation was carried out in order to provide a better gauge of the proposed restructuring's probable results, from the point of view of the redistribution of costs among merged municipalities and of possible Provincial grant changes.

It should be stressed that this model for simulating the financial impact of restructure can do no more than to reapportion existing municipal costs and indicate the basis upon which future costs would be shared -- not the costs themselves.

In no way is it possible to give a precise picture of what municipal expenditures or municipal taxes would be after restructuring. As much as both the Study Group and District residents might like it, the Study Group makes no claim to being able to predict future requirements, service levels or decisions of municipal councils and other local bodies. Many factors — some of which will only take shape upon completion of the restructuring process and others for which no reliable quantification can be offered — would distort our attempt to do so. Although we do offer some comments on these factors, our financial impact tables must, by and large, disregard them and be restricted to a redistribution of existing costs. (1974 figures were used.)

Although saddled with this limitation, the impact analysis carried out here should nevertheless provide useful financial information to the elected municipal representatives, groups and residents of the District of Parry Sound in making their decisions about restructure.

METHODOLOGY

Essentially, the model takes all 1974 current revenues and expenditures attributable to each group of municipalities (and, where applicable, to unorganized areas) which are proposed for amalgamation to form a new municipality; subtracts the non-tax revenues against the expenditures; and reapportions the net costs of all municipalities in the group among the component parts, on the basis of the 1975 weighted taxable assessment of each.

The redistributed costs are then coverted into mill rates for each merged area and the dollar impact on the existing average residential property tax burden calculated. This process is repeated for each restructure of municipalities being proposed. There are no education cost shifts because the proposed reorganization does not significantly affect the school boards in the District.

The net costs are apportioned on the basis of weighted taxable assessment. The weighted taxable assessment is calculated by taking 85% of the residential and farm assessment and adding to it all the commercial and industrial assessment. For purposes of apportionment the 1975 assessment data was used. With the exception of the Township of Chisholm, located in the District of Nipissing, the equalization factors are deemed to be 100.

The net costs are calculated by subtracting from gross expenditures all the applicable 1974 non-tax revenue with the exception of the unconditional per capita grant, the general support grant and the resources equalization grant. Before being subtracted from spending to determine requirements from property tax revenues, these grants are first recalculated on the basis of the post-restructure conditions. The net costs do not include those services which in all likelihood will be area-rated to the benefitting merged areas. Such services include local improvements, sewers, water, street lighting and garbage collection.

The impact of the cost shifts is related to the 1975 mill rates and the 1975 average residential property tax per household. The reason for using 1975 data rather than 1974 was that it would enhance the comparisons. The 1974 mill rate information is not uniform because of the wide variation in assessment practice in force at that time. Neither was the 1975 expenditure information completely available for use at the time of writing.

NOTES AND CAUTIONS

The Study Group would ask the reader to keep the following points carefully in mind when reading Tables III-1 and III-3.

(1) 1974 Expenditures Used:

We are forced to use expenditure figures which applied in the unrestructured situation in 1974 in discussing the restructured situation proposed for the future. The need to recognize illustration as distinct from crystal-ball gazing has already been mentioned.

(2) Mill Rate Comparisons:

In constructing a "notional", or hypothetical, mill-rate and average tax per household, the tax implications from the reapportionment of 1974 general municipal expenditures have been calculated, and then added to the actual 1975 tax for education purposes and for special area -rated services. Quite possibly, however, 1975 municipal general expenditures (and the attendant contribution to the mill-rate) were higher than in 1974. Compared to the actual 1975 tax levels (for general municipal purposes, plus education, plus special services), the hypothetical figures may thus be slightly understated.

(3) Unorganized Areas Included in Proposed Municipalities:

The analysis has not generally made any attempt to estimate and apportion all first-time municipal costs which derive from the inclusion of unorganized areas. The 1975 costs which the Ministry of Natural Resources incurred to operate its dumps in the unorganized areas have been included and apportioned in the analysis. So has an estimated amount now spent by the Ministry of Community and Social Services for general welfare that would be borne 20% by the proposed full municipalities encompassing these presently unorganized areas. These adjustments seem permissible since a relatively straightforward transfer of costs would be likely to occur upon restructuring.

The actual 1975 rates of taxation which are cited for the unorganized areas come from the simple addition of two sources: school tax mill rate; plus, the hypothetical mill rate which would have been necessary within the township to raise the same amount of money as was, in fact, raised for local roads board purposes in 1974.

(4) Assumptions Concerning Grants:

Other important assumptions made in the analysis concern the grant structure:

- The analysis does not consider the role which transitional assistance will play if a program of restructure is implemented. Provincial policy in such circumstances attempts to phase in any cost shifts, so that any merged areas which stand to be negatively affected (i.e. pay higher taxes) will not feel the full impact of cost reapportionment for five years after restructure.
- It assumes, based on existing practice, that the general support grant will be calculated at the rate of 6% of the 1974 general municipal levy.

- It computes the resources equalization grant assessment deficiency on the basis of the 1975 per capita assessment standard of \$10,300 and a deflated local equalized assessment base to accommodate the fact that property assessment in the District exceeds the equalized values used for grant purposes.
- The unconditional per capita grants are calculated on the basis of the 1974 grant population and the 1974 grant formula for non-regional areas. A grant rate of \$6.00 per capita is used and only three municipalities are deemed eligible for the policing grant.
- eligible for the Northern Ontario component of the general support grant at the rate of 7½% of 1974 general municipal levy. This has the effect of showing how much the general support grant would increase if the municipalities in Parry Sound would be given full Northern Ontario status. It should be stressed that this assumption was made for purely analytical purposes. To actually grant the District full Northern Ontario status would require a change in present Provincial policy.

SECTION B

TAX SHIFTS RESULTING FROM THE APPORTIONMENT OF EXISTING COSTS

The impact on the merged areas of each proposed municipality because of the sharing of the net costs is shown in Table III-1 (A to K). The tables basically set out the assessment of each merged area, the proportion which each such assessment constitutes to the total weighted assessment of the new municipality, and the mill rate and tax shifts which would result, upon restructuring, from the reapportionment of 1974 costs. It must be emphasized again that these figures relate only to shifts resulting from the apportionment of existing municipal costs and consequently do not reflect those tax increases which would result from any increased or different types of spending after restructure.

The analysis in terms of actual dollar increases or decreases in the average residential property tax bill displays a pattern of tax shifts which are for the most part moderate. Residents would hypothetically experience increases of more than \$20 per household in only two present townships. In most of the rest of the municipalities, the residents would experience either decreases or increases of less than \$10 per household. These favourable results have been influenced to a large extent by substantial increases in grants. (See Section B below.)

Whether these tax savings will ever materialize in the event of restructure remains to be seen. Past experience in previously restructured areas indicates that quite often such savings are offset by spending increases after restructure induced by the need to catch up on service backlogs, the need to expand services to accommodate development, and increased service expectations of the residents.

If any conclusion emerges from this analysis, it is that the tax shifts are not significant enough to constitute a decisive factor in the ultimate choice in favour or against reorganization of the type proposed by the Study Group in this final report.

RESTRUCTURE HIMSWORTH - FINANCIAL IMPACT OF K TABLE III

	Notional change Average tax /hhld. (\$)	1 + + 1 1 6 1 7 1 1 6 1 7 1 1 6 1 7 1 1 7 1 1 7 1 1 7 1 1 1 1
1975 of Tax	Average tax /hhld. (\$)	179 172 154 234 110 157
Actual Level o	Mill Rate	10.70 12.20 7.80 9.10 80.44
ot. Impact from eapportionment f actual 1974 GM costs	Average tax /hhld. (\$)	163 175 168 216 62 108
Not. II Reappoi of acti NGM cos	Mill Rate	12.39 8.52 8.52 48.42 45.13
	Dis- tribu- tion of Total weigh- ted (%)	14.5 5.6 24.4 28.3 6.5 100.0
75)	Total weigh- ted (\$000)	7,201 2,795 12,128 14,045 3,228 10,246 49,643
for 19	Per Capita (\$)	7,056 5,657 11,133 13,651 3,982 8,653
int (1974	Total (\$000)	8,136 3,179 13,548 16,191 11,915 53,552
Assessment	Com- mer- cial and Indus- trial (\$000)	1,907 619 4,075 1,886 787 9,284
	Resident tial and Farm (\$000)	6,229 2,560 9,473 14,305 11,128 44,268
		(PART
	MERGED AREAS	POWASSAN TROUT CREEK SOUTH HIMSWORTH NORTH HIMSWORTH CHISHOLM* NIPISSING

LEGEND: not. = notional (calculated hypothetical) NGM

= Net general municipal

the either in 1973 or 1974 and, therefore, Sound have been reassessed All properties in Parry Sound have been resequalization factors are deemed to be 100. ... NOTE:

Per capita assessment is based on population counts used for grant purposes. 2.

Weighted assessment is computed by adding 85% of the residential and farm assessment to the commercial and industrial assessment. ٠ ٣

Not yet reassessed

TABLE III - 1 B ARGYLE- FINANCIAL IMPACT OF RESTRUCTURE

	Notional change Average tax /hhld. (\$)	1 1 + 1 90 90 90 90 90 90 90 90 90 90 90 90 90
1975 of Tax	Averag tax /hhld. (\$)	72 7 7 7 7 7 7 7 7 9 9 9 9 9 9 9 9 9 9 9
Actual Level	Mill Rate	
Not. Impact from Reapportionment of actual 1974 NGM costs	Average tax /hhld. (\$)	47 72 72 51
Not. Impa Reapporti of actual NGM costs	Mill Rate	4 4 4 4 6 6 4 4 4 6 6 4 4 6 4 4 6 4 4 6 4 4 6 4 4 6 4 4 6 4 4 6 4 6 4 6 4 6 4 6 6 4 6 6 4 6 6 4 6 6 6 4 6 6 6 4 6
	Dis- tribu- tion of Total weigh- ted (%)	32.3 18.6 35.0 14.1 100.0
1975)	Total weigh- ted (\$000)	3,964 2,291 4,302 1,736 12,293
for	Per Capita (\$)	9,114 15,548 21,269 18,939 14,026
ent (1974	Total (\$000)	4,594 2,674 4,956 2,026 14,250
Assessment	Com- mer- cial and Indus- trial (\$000)	399 119 599 93 1,210
	Resi- den- tial and Farm (\$000)	4,195 2,555 4,357 1,933 13,040
	MERGED AREAS	EAST MILLS (PART) HARDY (PART) WILSON (PART) MCCONKEY (PART) TOTAL

LEGEND: not. = notional (calculated hypothetical)
 NGM = Net general municipal

and, therefore, 1974 Or 1973 either in All properties in Parry Sound have been reassessed equalization factors are deemed to be 100. NOTE:

Per capita assessment is based on population counts used for grant purposes. 2

Weighted assessment is computed by adding 85% of the residential and farm assessment to the commercial and industrial assessment. . М

	Notional change, Average tax /hhld. (\$) -5/ +11 -1 +6 -47 +15
1975 of Tax	Average tax /hhld. (\$) 122 59 63 101 140
Actual Level o	Mill Rate 14.00 *7.62 *7.20 11.94 6.18
pact from tionment al 1974	Average tax /hhld. (\$) 129 133 58 69 69 116
Not. Im Reappor of actu	Mill Rate 9.67 9.10 7.51 7.92 7.33
	Dis- tribu- tion of Total weigh- ted (%) 21.7 5.5 5.8 14.5 5.8
75).	Total weigh- ted (\$000) (\$000) 6,706 11,245 2,824 2,824 2,989 E 7,475 7,475 2,754 17,735 E
4 for 197	Per Capita (\$) 7,231 18,008 20,909 20,669 1 A B L 11,635 25,373 17,991 L A B L
nt (1974	Total (\$000) 7,542 12,875 3,074 3,493 V A I 8,400 3,222 19,933 V A I
Assessment	Com- mer- cial anc. Indus- trial (\$000) 1,964 2,007 1,413 0 T A 2,231 0 T A 2,231 0 T A 2,237
	Resi- den- tial and Farm (\$000) 5,578 10,868 1,661 3,364 N 6,169 3,123 14,656 N
	MERGED AREAS SOUTH RIVER MACHAR LAURIER LOUNT BALLANTYNE SUNDRIDGE JOLY STRONG PAXTON

LEGEND: not. = notional (calculated hypothetical)
 NGM = Net general municipal

the either in 1973 or 1974 and, therefore, All properties in Parry Sound have been reassessed equalization factors are deemed to be 100. -NOTE:

Per capita assessment is based on population counts used for grant purposes. 2

Weighted assessment is computed by adding 85% of the residential and farm assessment to the commercial and industrial assessment. . (ث

TABLE III - 1 D MAGNETAWAN RIVER - FINANCIAL IMPACT OF RESTRUCTURE

	Notional change, Average tax /hhld.	1 + + + 1 6 7 8 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1 1
1975 of Tax	Average tax /hhld. (\$)	135 102 102 127 128
Actual	Mill Rate	0.00 V 0.
Impact from ortionment trual 1974	Average tax /hh1d. (\$)	102 106 89 108 1139
Not. Impa Reapport of actua NGM cost	Mill Rate	7.50 6.444 7.44 7.41 8.50 8.50 8.50 8.50 8.50 8.50 8.50 8.50
	Dis- tribu- tion of Total weigh- ted (%)	3.5 17.3 17.2 4.5 12.4 30.9 14.2
75)	Total weigh- ted (\$000)	1,883 9,445 9,407 2,450 6,760 16,852 7,736 54,533
4 for 1975	Per Capita (\$)	5,181 20,569 25,273 23,612 8,510 16,502 18,429
nt (1974	Total (\$000)	2,145 11,107 10,968 2,881 7,506 19,225 9,067
Assessment	Com- mer- cial and Indus- trial	399 25 558 11 2,532 3,407 7,123
	Resident tial and Farm (\$000)	1,746 11,082 10,410 2,870 4,974 15,818 8,876
	MERGED AREAS	MAGNETAWAN CHAPMAN CROFT SPENCE BURK'S FALLS ARMOUR RYERSON

the either in 1973 or 1974 and, therefore, All properties in Parry Sound have been reassessed equalization factors are deemed to be 100. ÷ NOTE:

Per capita assessment is based on population counts used for grant purposes. 2 Weighted assessment is computed by adding 85% of the residential and farm assessment to the commercial and industrial assessment. ж М

TABLE III - 1 E EMSDALE - FINANCIAL IMPACT OF RESTRUCTURE

ment (1974 for 1975) Not. Impact from Reapportionment of actual 1974 Actua NGM costs Level	- Total Capita ted (\$) (\$) (\$) (\$) (\$) (\$)	2,114 5,394 7,867 25,296 4,695 24,076 21,211 15,293 1 8,733 12,843 5,470 28,944 A V A I L A B L A V A I L A B L
eapp f ac	Mil	&44.00.4
	Dis- tribu tion of Total weigh ted (%)	400010
75)	gh (0	1,82 6,70 3,99 18,50 7,42 4,65 E
for 1	Per apit (\$)	,394 ,296 ,076 ,293 ,843 ,944 L A B
	0 0	111 869 69 7 47 7 47
Assessment	Com- mer- cial and Indus- trial (\$000)	196 147 3,140 3,140 N O T N O T
	Resident tial and Farm (\$000)	1,918 7,720 4,643 18,071 8,696 5,454

LEGEND: not. = notional (calculated hypothetical)
 NGM = Net general municipal

the 1974 and, therefore, in 1973 or either All properties in Parry Sound have been reassessed equalization factors are deemed to be 100. All properties in Parry Ή. NOTE:

Per capita assessment is based on population counts used for grant purposes. 2

Weighted assessment is computed by adding 85% of the residential and farm assessment to the commercial and industrial assessment. 3

TABLE III - 1 F FAIRHOLME - FINANCIAL IMPACT OF RESTRUCTURE

	Notional change, Average tax /hhld. (\$)	+ + + + + + + + + + + + + + + + + + +
1975 of Tax	Average tax /hhld.	117 128 28 66 56 30 68
Actual Level o	Mill Rate	9.39 8.46.98 8.60.95 8.60.95 8.80.95
ot. Impact from eapportionment factual 1974	Average tax /hhld.	128 114 30 81 43 70
Not. Imp Reapport of actua NGM cost	Mill Rate	10.27 8.83 8.50 8.50 8.50 8.50
	Dis- tribu- tion of Total weigh- ted (%)	28.3 41.6 .5 15.9 2.7 10.2
(5)	Total weigh- ted (\$000)	8,256 12,126 144 4,622 796 2,961 29,145
4 for 1975)	Per Capita (\$)	15,307 15,606 9,953 19,628 8,018 31,339 13,023
nt (1974	Total (\$000)	9,690 14,154 169 5,417 930 282 3,477 34,119
Assessment	Com- mer- cial and Indus- trial (\$000)	132 631 631 115 33 40 951
	Residential and Farm (\$000)	9,558 13,523 169 5,302 897 282 3,437 33,168
	MERGED AREAS	HAGERMAN MCKELLAR FERRIE MCKENZIE BURTON EAST BURPEE FERGUSON (PART)

LEGEND: not. = notional (calculated hypothetical)

NGM = Net general municipal

All properties in Parry Sound have been reassessed either in 1973 or 1974 and, therefore, the equalization factors are deemed to be 100. H. NOTE:

Per capita assessment is based on population counts used for grant purposes. 2 Weighted assessment is computed by adding 85% of the residential and farm assessment to the commercial and industrial assessment. . ش

the

TABLE III - 1 G HUMPHREY - FINANCIAL IMPACT OF RESTRUCTURE

	Notional change, Average tax /hhld. (\$)	1 3 6 + 1 3 6 + 1 3 6
1975 of Tax	Average tax /hhld. (\$)	265 176 142 72
Actual	Mill Rate	12.00 13.67 *6.05
Impact from ortionment tual 1974 osts	Average tax /hhld. (\$)	243 140 135 108
Not. Impact from Reapportionment of actual 1974 NGM costs	Mill // Rate	11.02 10.88 9.54 9.10
	Dis- tribu- tion of Total weigh- ted (%)	52.3 4.3 23.6 19.8 100.0
75)	Total weigh- ted (\$000)	23,955 1,991 10,824 9,051 45,821
tor 197	Per Capita (\$)	20,903 8,162 20,495 16,329 18,548
int (1974	Total (\$000)	28,072 2,302 12,666 10,581 53,621
Assessment	Com- mer- cial and Indus- trial	619 233 387 381 1,620
	Residential	27,453 2,069 12,279 10,200 52,001
	MERGED AREAS	HUMPHREY ROSSEAU CHRISTIE CONGER (PART) TOTAL

LEGEND: not. = notional (calculated hypothetical)
 NGM = Net general municipal

1974 and, therefore, Or either in 1973 All properties in Parry Sound have been reassessed equalization factors are deemed to be 100. i, NOTE:

Per capita assessment is based on population counts used for grant purposes. 2 Weighted assessment is computed by adding 85% of the residential and farm assessment to the commercial and industrial assessment. . М

TABLE III - 1 H
PARRY SOUND - FINANCIAL IMPACT OF RESTRUCTURE

		Notional change, Average tax /hhld.	+ 18 + 18 + 28
	1975 of Tax	Average tax /hhld. (\$)	68 232 187 206 128
	Actual Level	Mill Rate	*8.31 15.04 12.19 12.00 6.76
	ct from onment 1974	Average tax /hhld. (\$)	73 167 169 206 156
	Not. Impa Reapporti of actual NGM costs	Mill Rate	8.97 10.999 11.999 8.23
		Distribution of Total weighted (%)	38.6 17.7 23.5 20.1
	1975)	Total weigh- ted (\$000)	42,483 19,518 25,931 22,102
	for	Per Capita (\$)	14,450 8,346 14,711 12,575 19,602 11,520
	Assessment (1974	Total (\$000)	58 47,278 22,214 29,400 25,913 124,863
		Com- mer- cial and Indus- trial	15,310 4,241 6,268 502 26,321
		Residential and Farm	58 31,968 17,973 23,132 25,411 98,542
		MERGED AREAS	FERGUSON (PART) PARRY SOUND FOLEY MCDOUGALL CARLING

LEGEND: not. = notional (calculated hypothetical) NGM = Net general municipal

All properties in Parry Sound have been reassessed either in 1973 or 1974 and, therefore, the equalization factors are deemed to be 100. . NOTE:

Per capita assessment is based on population counts used for grant purposes. 2 Weighted assessment is computed by adding 85% of the residential and farm assessment to the commercial and industrial assessment. °

SANS SOUCI - FINANCIAL IMPACT OF RESTRUCTURE

	Notional change, Average tax /hhld. (\$)	9 1
1975 of Tax	Average tax /hhld. (\$)	8 4 7 5 8 8 0
Actual Level	Mill Rate	6.06 5.15 *
Not. Impact from Reapportionment of actual 1974 NGM costs	Average tax /hhld. (\$)	90 8
Not. Impa Reapporti of actual NGM costs	Mill Rate	5.53
	Distribution of Total weighted (%)	40.1
75)	Total weigh- ted (\$000)	6,909 10,310 17,219
(1974 for 1975)	Per Capita (\$)	31,051 22,702 25,432
1	Total (\$000)	8,042 12,100 20,142
Assessment	Com- mer- cial and Indus- trial	486 170 656
	Resident tial and Farm (\$000)	7,556
	MERGED AREAS	CONGER (PART) COWPER TOTAL

LEGEND: not. = notional (calculated hypothetical) NGM = Net general municipal

and, therefore, 1974 or in 1973 either All properties in Parry Sound have been reassessed equalization factors are deemed to be 100. NOTE:

Per capita assessment is based on population counts used for grant purposes 2

Weighted assessment is computed by adding 85% of the residential and farm assessment to the commercial and industrial assessment. 3

TABLE III - 1 J POINTE AU BARIL - FINANCIAL IMPACT OF RESTRUCTURE

	Notional change, Average tax /hhld.	-12
1 1975 of Tax	Average tax /hhld. (\$)	333
Actua	Mill Rate	
Not. Impact from Reapportionment of actual 1974 NGM costs	Average tax /hhld. (\$)	3338
Not. Impa Reapporti of actual NGM costs	Mill Rate	0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0
	Distribution of Total weighted (%)	24.6 68.4 7.0 100.0
1975)	Total weigh- ted (\$000)	4,983 13,845 1,425 20,253
for	Per Capita (\$)	27,761 20,227 12,590 20,737
ent (1974	Total (\$000)	5,858 16,121 1,662 23,641
Assessment	Com- mer- cial and Indus- trial (\$000)	24 951 84 1,059
	Resident tial and Farm (\$000)	5,834 15,170 1,578 22,582
	MERGED AREAS	SHAWANAGA HARRISON WALLBRIDGE (PART) TOTAL

 All properties in Parry Sound have been reassessed either in 1973 or 1974 and, therefore, the equalization factors are deemed to be 100. -NOTE:

Per capita assessment is based on population counts used for grant purposes. 2

Weighted assessment is computed by adding 85% of the residential and farm assessment to the commercial and industrial assessment. ς.

BRITT COMMUNITY - FINANCIAL IMPACT OF RESTRUCTURE

	ZOKT	
1 1975 of Tax	Average tax /hhld. (\$)	39 155
Actua	Mill Rate	5.47*
Not. Impact from Reapportionment of actual 1974 NGM costs	Average tax /hhld. (\$)	46 59
Not. Impa Reapporti of actual NGM costs	Mill Rate	6.40
	Dis- tribu- tion of Total weigh- ted (%)	74.2 25.8 100.0
75)	Total weigh- ted (\$000)	2,974 1,034 4,008
essment (1974 for 1975)	Per Capita (\$)	5,964 6,595 6,119
nt (197	Total (\$000)	3,191
Assessme	Com- mer- cial and Indus- trial (\$000)	1,748 350 2,098
	Resi- den- tial and Farm (\$000)	1,443
	MERGED AREAS	WALLBRIDGE (EART) HENVEY (PART) TOTAL

Notional change, Average

/hhld. (\$)

tax

96-

+7

(calculated hypothetical) NGM = Net general municipal LEGEND: not. = notional

All properties in Parry Sound have been reassessed either in 1973 or 1974 and, therefore, equalization factors are deemed to be 100. i. NOTE:

Per capita assessment is based on population counts used for grant purposes. 2

Weighted assessment is computed by adding 85% of the residential and farm assessment to the commercial and industrial assessment.

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IMPACT OF RESTRUCTURE ON UNCONDITIONAL GRANTS

	% Change	49.4	í	83.9	34.4	26.1	59.4	125.6	104.8	ı	1	1	83.1
Grants	After	169300	7400	121400	16600	00999	34600	56400	514000	7600	9400	11300	1,074,600
Total	Before	113300	ı	00099	57000	52800	21700	25000	251000	f	ı		586,800
urce zation nt	After	84800	449	36300	18100	0089	006	ı	220700	ı	ı	4500	372,100
Resource Equalization Grant	Before	52900	ı	37600	26900	28600	10400	3400	145500	ı	ı	t	305,300
Support	After NOC* Total	00 45800	700 1300	000 40800	19000 34200	13900 25100	300 20300	21700 39100	96700174100	1600 2800	1400 2500	1400 2500	67,300 215,800 388,500
General Su Grant	Before A	20600 25400	1	6100 22700	9100 190	9400 139	2100 11300	8100 217	11900 967	- 16	- 14	- 14	67,300 215,8
Unconditional Per Capita Grant	After	38700	6100	44300	24300	34700	13400	17300	119200	4800	0069	4300	314,000
Uncondition Per Capita Grant	Before	39800	ı	22300	21000	14800	9200	13500	93600	ı	ı	4	214200
		Himsworth	Argyle Community	Almaguin	Magnetawan River	Emsdale	Fairholme	Humphrey	Parry Sound**	Sans Souci	Pointe au Baril	Britt Community	TOTALS

* Northern Ontario Component (15% of net general dollar levy) ** Includes per capita grant for police services

SECTION C

IMPACT OF RESTRUCTURE ON UNCONDITIONAL GRANTS

The Provincial grants considered here are the unconditional per capita, the general support (including the Northern Ontario component) and the resource equalization grants. The probable impact of reorganization on these grants is shown on Table III - 2. The table sets out and compares for each proposed restructured municipality the amount of grants they actually received in 1974 through their merged areas and the amount which they would have received in 1974 if reorganization had taken place in that year.

The table shows that, overall, these grants would have increased by about 83%. In dollar terms they would have increased by \$0.5 million, from less than \$600,000 to almost \$1.1 million. The grant most affected by the reorganization would have been the general support grant with a net increase of more than \$320,000. More than half of this increase, however, would have been due to granting the District full Northern Ontario status. The other grant showing a considerable increase is the unconditional per capita grant with an increase of about 50% or \$100,000 over the \$214,000 the municipalities in the District actually received in 1974.

From the municipalities' point of view the increases would have ranged from a low of 26% in <code>Emsdale</code> to a high of 127% in <code>Humphrey. Parry Sound</code> would be the biggest net gainer, with an increase of more than \$260,000. <code>Parry Sound</code> would also account for almost half of all such payments made to the proposed municipalities.



SECTION D

FUNCTION-BY-FUNCTION ANALYSIS
OF EXISTING EXPENDITURES AND THEIR
APPORTIONMENT IN PROPOSED MUNICIPALITIES.

A look at the existing municipal cost situation by function will do much to explain some of the problems which restructuring is designed to rectify, and to illustrate some of the shifts in the incidence of cost-bearing to which restructuring gives rise.

Indeed, Tables III-3 (A to N) which follow illustrate forcefully most of the arguments for reorganization which have previously been made in this final report, by outlining the function-by-function patterns of existing expenditure. They show:

the functions upon which municipalities in the Study Area currently place a very low priority (as reflected by very little expenditure) most of which are increasingly expected of municipalities in Ontario. Planning, inspections, and waste disposal are examples. (Tables A, B, and C.)

the functions which generally display a distinctly uneven pattern of expenditure in urban as compared to rural municipalities, and where rural ratepayers frequently have benefits made available to them without having to make a corresponding contribution towards the cost of doing so. Examples include fire protection, parks and recreation, libraries, and industrial development expenditure, among others. (Tables D, E, and F.)

those functions, primarily roads and general government, which traditionally are the staples of municipal organization, and upon which all municipalities place a considerable priority. The cost to residents of doing so varies with the sufficiency of the assessment base in relation to needs within the municipality. (Tables G, H, I, and J.)

those functions, such as sewers and garbage collection, for which it is traditionally felt that the recipients of benefit can be clearly distinguished, enabling the costs to be levied only upon the benefiting ratepayers. (Tables K, L, and M.)

EXPLAINING THE TABLES

Tables III-3 A to M indicate the levels of expenditure in 1974.

Column 1: The first column (\$) shows the actual dollar level of expenditure, after any applicable conditional subsidies and grants from the Province have been subtracted. Thus, for instance, a municipality's books may show that it actually spent \$100,000 on roads and that it received \$50,000 of this amount as a subsidy from the Ministry of Transportation and Communications. As a result, our table will show a net expenditure of only \$50,000 by the municipality on roads in that year. Similar conditions would hold true for recreation expenditure and certain planning expenditures, among others.

It is presumed, therefore, that the resulting net expenditure figure will be paid for from three sources -- municipal property taxation, Provincial unconditional grants, and "user charges" such as fees of various sorts. Some types of expenditure, such as

recreation and inspections, are in fact commonly met in very large part from such "user charges". Unfortunately it has not generally been possible to subtract these as well from the expenditure figure shown. Note, however, that some municipalities, in reporting their expenditures, may already have subtracted these amounts. If, for instance, a municipality reports as recreation expenditure only the municipal contribution towards the operation of the arena, this will be a smaller figure than the total cost of operating the arena.

For most functions, no expenditure is recorded for the unorganized townships. In fact, only on roads did they undertake any expenditure locally. This does not mean that no expenditure was made on the other functions, but rather that other types of expenditure was undertaken by Provincial agencies or by the residents themselves on an informal basis. More will be said on this score in Section E of this Chapter. As an illustration, the Ministry of Natural Resources had determined their spending on garbage dump operations in each of the unorganized townships.

In some cases, the Study Group's amalgamation proposals included the splitting of an existing municipality or geographic township (see Table II-4). In these cases, we have assumed that the existing township's or municipality's expenditures are divided between parts in the same proportions as the municipality's property assessment is divided.

A final word is necessary on the subject of the assessed value of property in Chisholm Township. The assessment values to which Chisholm Township residents are accustomed have been multiplied by what is termed "the Provincial Equalization Factor" in order to permit comparison with Parry Sound District municipalities. Although this is still something of a simplification, we might say that these Equalization

Factors when they were calculated in 1970, brought the assessment in each municipality up to (roughly) full-market-value at that time.

Since then, however, assessment in the Parry Sound District has all been brought up to full-market-value as of October 1974. Unfortunately we have to stick with our 1970 values for Chisholm. During the intervening five years, though, the true market value of Chisholm will undoubtedly have increased to some extent. Any calculations which relate to Chisholm's assessment, therefore, will be slightly suspect.

Column 2: The second column divides the expenditures for each existing municipality, geographic township, or part of either by the population of each, in order to arrive at the expenditure per capita for each function. Note that this population is the weighted population discussed earlier with regard to representation. It gives some consideration to the number of seasonal households.

<u>Column 3</u>: The third column involves a similar division to show the expenditure on a per-household basis (including all seasonal households).

Column 4: The fourth column shows what the effect on a residential property in each municipality would be if each municipality's expenditure had to be toally raised by a mill-rate upon its assessed value of property. We have already noted, however, that there are also Provincial unconditional grants and user charge revenues to be applied against these expenditures. Still, this "Residential Mill-Rate Equivalent" is one more way to compare the level of expenditure between municipalities.

Column 5: The last column under the Existing Structure heading shows a municipality's spending on each function as a proportion of that municipality's spending on all functions. Note, again, that the total expenditure has had all Provincial "specific" grants subtracted from it, as we did for each individual function. Note, too, that we are speaking here of a municipality's total expenditure on general services only. All spending on sewers, waterworks, local improvements, garbage collection and streetlights has been excluded from the total. Neither does this total include any transfers to the social, health, or education boards.

In sum, then, these tables represent a fair and detailed picture of the present level of spending and priority which each municipality accorded to a number of different functional responsibilities at the local level.

Column 6: The sixth column takes as its starting-point the amount of money which was spent on each function in 1974 throughout the proposed municipal area. It then divides up these costs among the existing areas according to the proportion of the existing area's assessment to the total assessment of the proposed municipality.

Note very carefully, though, that this procedure has not been followed with respect to sewer, garbage collection, and street-light expenditures (Tables K, L, M). For these functions, it is assumed that costs will continue to be borne only by those areas where they are now borne, and which receive benefit.

WHAT THE TABLES DO NOT SAY

The tables permit us to say a great deal about the patterns of expenditure between municipalities, and about where municipalities place their priorities for spending

the dollars at their disposal. The reader is invited to draw his conclusions from them, and we will offer some observations of our own.

The Study Group feels, however, that it is at least as important that the reader be absolutely clear about what the tables do not say, as about what they do say.

Columns 1 to 5 simply describe the actual situation as it stood in 1974. There is little cause, it is felt, for them to give rise to dispute or misunderstanding. Any cautionary notes which the reader must bear in mind have been outlined in the previous section.

Concerning Column 6, however the Study Group feels the reader should be cautioned in the boldest type: -

COLUMN 6 IN NO WAY INDICATES, NOR CAN
THE STUDY GROUP HOPE TO FORESEE, EXACTLY
WHAT THE PROPOSED MUNICIPAL UNITS WOULD
OR SHOULD SPEND IF THEY WERE IMPLEMENTED.

Column 6 does nothing more than to indicate how, on the basis of assessment, the costs of the new municipality would be divided up among the former municipal areas, presuming that the area, under the new structure, were to spend only as much as it did in 1974 under the old structure.

Clearly, this assumption bears no relationship to reality, in all probability, and is only useful for the purposes of illustration. Indeed, the Study Group feels a responsibility to offer some speculations, for the reader's consideration, about the factors which would probably and could possibly affect the level of spending by any of the proposed municipalities, if implemented.

(1) Costs of Serving Unorganized Territory:

The costs of providing <u>municipal</u> services to unorganized territory will almost certainly ensure that expenditures by most of the proposed municipalities would be higher than a simple addition of the existing municipal expenditures.

The municipal roads department would take over where statute labour commissioners now exist and would take the place of the Ministry of Transportation and Communications in supplying equipment, manpower, bookkeeping, and engineering for areas where local roads boards now exist. It is possible that recreation committees or cottager associations now undertake activities for which they might request the assistance of their new municipality. The new municipalities would, for the first time, supply municipal representation, municipal office services, and complete tax collection to areas which are now unorganized. A new municipality would take over garbage dumps from the Ministry of Natural Resources and the numerous informal services which that ministry now provides in the absence of any municipal authority. The municipal contribution to the area-wide social and health boards would reflect the inclusion of households which are now municipally unorganized.

Note, however, that we envisage a new level of municipal expenditure in absolute dollars only. There is absolutely no reason why costs on a per-household basis should have to increase. Since the new municipalities will not only assume the responsibilities but would also have taxable assessment for the unorganized territory, there is also no reason why the inclusion of unorganized territory should increase the municipality-wide general

mill-rate. (A later section of this chapter, however, will explain that for the unorganized resident, a realistic level of property taxation for municipal-type services may be expected for the first time.)

There is no need, similarly, why everthing need be done at once. Better service, in the long run, will be provided by a municipality which waits to see just what has to be undertaken, at what stages, and at what cost.

(2) Costs That are Rising Regardless of Restructure:

It goes without saying that municipal costs for 1976 will already be higher than those for 1974 which are reflected in the tables. This is despite the determined efforts of municipalities in the Parry Sound District to hold the line. While general inflation may be on the wane, therefore, it is still a factor which should not be ignored.

Certain types of specific expenditure may be expected to rise and are already doing so because both the Provincial Government and the ratepayers are expecting better things from their municipalities, particularly in the areas of safety and sanitary services. The coming necessity for municipalities throughout Ontario to give effective enforcement to the Ontario Building Code is an example. So is the expectation of a better standard of municipal dump management which is more alert to litter, wildlife, and ground-water considerations. The snow-load capacity of arena roofs throughout the Province is of increasing concern. Water purity and the adequacy of sewage treatment are the subjects of vigilance by both the Province and municipalities, as is the ever-increasing need for land use planning, especially the zoning and development control of recreational and development areas.

The restructured municipalities proposed here should be better able to respond more effectively, more quickly, more economically, or in a more planned and sequential fashion to these needs.

(3) Expenditures Which Residents may have Considered

Desirable for Some Time, but Which Become More

Feasible Under the New Structure:

In all probablity, the residents and councils of various municipalities have felt that certain projects or services would be a definite asset to their own or a wider community. Many a project, though, has not received the serious consideration it might have deserved, because of the obvious burden of taxes or debt which it would have entailed for any single municipality. A restructured municipality, on the other hand, with its broader assessment base, might find itself in a position to raise such an amount with only a relatively modest mill-rate increase.

The restructured municipality, furthermore, will be tempted to take advantage of its new possibilities for co-operative effort and smooth decision-making, which comes of functioning as a single unit. Again, the need for a new fire-truck, road improvements, a new arena, or more tourist promotion may have been evident for some time, but the need to have several municipal councils, each with its own financial concerns, in on the act made rational decision-making very difficult.

To a considerable extent, the emergence of this factor is a stated purpose, rather than a side-effect, of restructuring. It is hoped, for instance, that a new level of activity in such vital municipal fields as land-use planning will thus become possible.

Despite the fact that it is potentially the most controversial off-shoot of larger municipalities, however, it is not a factor about which the Study Group can make any predictions or suggestions. It is, as ever, the responsibility of the municipal council to adopt a "let's not rush into anything" approach, and to make improvements only in the most planned way. It is, as ever, the responsibility of the municipal electors to make sure that that is how it happens.

(4) Reapportionment of Contribution to "Social" Boards:

Homes for the aged boards, District Welfare Boards, and Children's Aid generally apportion their levy among municipalities at least in part on the basis of each municipality's population. Presumably, these boards would continue to require contributions from the proposed municipalities as they do now.

The same proportionate contribution (leaving aside the question of unorganized territory) would be required from a new municipal area as was required from that area beforehand. Within the new municipal area, however, this contribution would be apportioned on the basis of assessment. The result would be a reapportionment of this expenditure so that former municipal or unorganized areas with higher assessment and low population take some of the load from areas with relatively low assessment but higher population.

This "resource equalization" effect is entirely consistent with the purposes of restructuring, of course, although it has not been illustrated in the attached tables, which deal only with activities remaining at the municipal level.

LOW-PRIORITY FUNCTIONS TABLE III-3 A, B, and C

Tables A, B, and C illustrate the 1974 pattern of spending on planning, protective inspections, and garbage disposal.

Very little more needs to be said about the low priority generally given the first two functions. Even in the relatively dynamic Parry Sound urban area, spending on these two functions is relatively moderate. By contrast with other east Parry Sound municipalities, the priority which North Himsworth places upon these functions would seem to indicate its relatively urbanizing character.

Note that Table C is getting at the costs of garbage disposal only, as distinct from collection costs. Clearly, garbage disposal is almost a universal item of municipal expenditure, unlike planning and inspections, but like the first two the total spending is at a low level. In rare cases does it exceed \$4 per household or the equivalent of two-tenths of a mill. In the financial simulation program, 75% of the garbage costs of towns and villages was assigned to collection (a local charge) and 25% to disposal (a general municipal expenditure). All garbage costs in townships were considered a general municipal expenditure.

By contrast, the figures entered for the unorganized townships reflect the Ministry of Natural Resources' estimate of its outlay to operate dumps for the residents of unorganized territory. The assumption of this expenditure would tend to raise the level of garbage disposal costs for the proposed municipalities above that to which the existing municipalities (with the exception of those in the greater Parry Sound area) are accustomed.

URBAN-RURAL PROBLEM FUNCTIONS TABLE III-3 D, E, and F

Fire protection and recreation and community services are two areas which are perhaps most commonly associated with inter-municipal committees, inter-municipal cost sharing arrangements, cost-recovery formulae, or the like. This trend acknowledges that the availability of such services provides a benefit to quite a wide area in most cases, whether or not the fact is formally recognized by some such inter-municipal arrangement.

To put it another way, once a municipality has made such a service available, it is quite difficult, as a practical matter, to restrict the benefit to those who are resident in the municipality and who have thus paid the major part of the cost. As most people know, it generally tends to be the urban municipalities which take on the responsibility of making these services available, and which therefore find themselves with the "red-ink" end of the stick. It is generally the residents of township municipalities (and occasionally of unorganized territory) who find that services have been made available within reach, and who enjoy the enviable position of having contributed a proportionally smaller share of the administrative and the dollar cost than would otherwise have been required for the privilege.

Evidence for this argument is strong in these tables. Table D shows that Powassan, Trout Creek, South River, Magnetawan, and Burk's Falls each pay for the benefits of a fire department at a level which is much higher, by all measures, than their nearby townships. In some respects, Parry Sound displays the same pattern. Some

of the larger townships, such as Humphrey, Foley, McDougall, McMurrich, Armour, and Ryerson also undertook a higher level of fire protection expenditure in that year than did others.

Turning to Table E, municipal net expenditures on parks and recreation are set out. Here again, Powassan, South River, Sundridge, Burk's Falls, and Parry Sound give ample evidence of the pattern previously suggested. An even stronger picture is afforded by Table F, in which "Total Recreation and Community Service" expenditure included not only parks and recreation but also items such as libraries, museums and cemeteries.

The differences between various townships in the level of expenditure on fire, recreation and community services are nearly as striking as the markedly different levels of urban and township municipalities.

Clearly, certain townships are required to play something of an "urban" role, and to support a level of expenditure on those services which other townships are not. Thus certain large townships — such as Humphrey and Perry — overshadow their associated urban municipalities, which are relatively small by comparison and can contribute little more than a proportionate share of the cost of such area-wide services. Other townships such as Nipissing and McMurrich, are sufficiently out of reach of an urban municipality that they take more upon themselves. Yet other townships, such as McDougall, Foley, and North Himsworth, have the size and the financial situation, as well as a relatively urban character of development, so that a higher level of such expenditure comes to be expected of them.

It is expressly the thrust of our restructuring proposals, as the reader is by now aware, to ensure that every resident pays his fair share toward the cost of

making these and other area-wide services available. Needless to say, what has been said of those townships near urban centres applies with equal or greater force to territory which is now unorganized.

UNIVERSAL MUNICIPAL FUNCTIONS GENERAL GOVERNMENT AND TRANSPORTATION
TABLE III-3 G to J

For the large majority of municipalities, the general government and transportation categories comprise by far the largest part of their total expenditure. Furthermore, they are the minimum concomitants of municipal organization since every municipality does, and is required to, undertake them.

Table G shows the salary and expenses of the municipal clerk, treasurer, and tax collector positions. It is part of the larger category "General Government" shown in Table H, which also includes remuneration for members of Council and Sundry office expenses.

The benefits of municipal representation and access to government are undeniably valuable but they do have a price. In the past, of course, the residents of unorganized territory have had neither the benefits nor the price. Even such tax collection as was required was performed by local roads board secretary-treasurers, by the Provincial Land Tax collectors and by some municipalities and/or the East Parry Sound and West Parry Sound Boards of education. In future, the collection of all these taxes, or their equivalents, would fall to the proposed municipalities.

Table H offers some very interesting observations. As a general rule, we see from Column 5 that the smaller the municipality, the larger is the proportion of their

on "General expenditure which they tend to spend on "General Government". Contrary to the opinion of many perhaps, the "overhead" cost of municipal incorporation and management tend to form a smaller proportion of its total activities for a large municipality like the Town of Parry Sound of the Township of Humphrey, than they do for a small municipality like Magnetawan or Joly.

Parenthetically, the Study Team might offer a further observation along these lines. When these Column 5 figures for General Government are viewed in conjunction with the comparable figures for Roadways (Table I), it quickly becomes apparent that the twin purposes of many municipalities — certainly most of the smaller ones — are almost exclusively to operate a municipality and to operate a roads program.

Our purpose in saying this is not to suggest that the cost of operating a municipality simply for the purpose of operating a municipality may not be entirely valid. A municipal government provides representation and expression for the community's residents and ratepayers, provides a trouble-shooting service for local problems large and small, and offers a potential vehicle for community action as need arises.

Rather, we are simply pointing out again that municipal incorporation <u>per se</u> has a price, and that this cost becomes increasingly justifiable when a municipality is incorporated with a size and financial base which enable it to meet the widest possible variety of local needs and problems.

Turning back to Table G, Column 4 shows that general government costs in urban municipalities tend to be remarkably higher if expressed as the equivalent to a mill-rate. This finding reflects two factors. The first, of course, is the small assessment base in the small urban municipalities. The second is the difference in the variety of duties which is subsumed under the "General Government" category.

Municipal councillors and municipal adminstrators -which in most cases simply means the clerk-treasurertax collector -- have to be "jacks-of-all-trades". The
more urban (and to some extent, the larger) the municipality, the more trades with which they have to be conversant
and the more time-consuming their duties. In most urban
municipalities, they have local improvements, Public
Utility Commissions, operating Library Boards, Recreation
and Planning matters to deal with. They may be involved
in capital borrowing or in collecting school taxation from
unorganized territory.

Column 3 shows a similar pattern: general government costs tend to be higher for urban municipalities. On a per-household basis, it becomes clear that something of the same holds true for the larger and more urban townships as well, such as North Himsworth, Humphrey, McDougall and Foley.

It is interesting to note that Column 2 offers no particular pattern between municipalities, but shows a rather consistent range of costs, from \$15 to \$25 per capita.

Table J sets out not only the cost of Roadways from Table I but also the additional transportation—related items undertaken by some of the urban and larger township municipalities. Such items include parking facilities, storm drainage, contributions to capital equipment funds, and so on. As such, Table J may be a better reflection of the true cost of road and related programs than Table I for these particular municipalities.

Looking at Column 5 of Table J, we have clear confirmation of the general observation that transportation services are a much more demanding priority, as a proportion of total costs, for rural municipalities than for urban municipalities.

Column 4, however, shows that this level of net expenditure for the urban municipalities tends to be https://doi.org/10.2007/html. In making this observation, however, one major caution is necessary. Certain transportation-type services generally have matching revenue sources attached to them and will not, as our table misleadingly implies, bear upon the general rate either of existing or proposed municipalities. Examples include parking facilities and local improvements.

SPECIAL BENEFIT - SPECIAL CHARGE FUNCTIONS. TABLES K, L and M

Certain services confer a special benefit upon the identifiable individuals who receive them, over and above the general advantage to the municipality of having such services available.

It is generally accepted that these individuals should make a special contribution toward the cost of making these services available. Such contributions may take the form of a fee, a special charge, or a special rate of taxation upon a certain area which is in addition to and distinguished from the municipality's general tax rate.

The Study Group would stress its expectation that special fees, charges, or "area-rates" will continue to be matched against the cost of making such services available.

Only where a new council chose to make a service such as garbage collection generally available throughout its municipality, or where councils comes to feel that service such as urban streetlighting really benefits residents of the whole area, would we justify the inclusion of the full cost of such a service in the municipal general tax rate.

Garbage collection, sewerage, and streetlighting -outlined in Tables K, L, and M -- are three services commonly
accepted as special benefits. As mentioned previously,
parking facilities and local improvements are susceptible
to the same argument.

Note first of all, that the cost of these three itmes has not been given as a percentage of a municipality's total net general expenditure, because these costs have been specifically excluded from this total.

Most importantly, our analysis has assumed that these costs will continue, even after restructuring, to bear upon those same areas within the proposed municipalities as they now bear upon. Unlike general municipal costs, therefore, they have not been reapportioned within the proposed municipalities.

A SPECIAL NOTE ON THE PROPOSED GREATER PARRY SOUND URBAN MUNICIPALITY TABLE III-3 N

Table N portrays in the same manner as the previous tables the level of 1974 net expenditure for police, industrial development, day care, and hospital support —functions on which municipal expenditures within the District were virtually restricted to the Town of Parry Sound and its immediate neighbouring townships. In addition, it isolates net library expenditures, which were one of the items included in Table F, and on which the Town of Parry Sound maintains a considerably higher standard of service than elsewhere in the District.

In conjunction with those such as fire and recreation services previously described, these items highlight once again the substantial differences in municipal costs

which urban municipalities bear for a number of general services, compared to the townships. These differences can by no means be entirely attributed to exclusive service demands by urban residents, but rather give evidence of a serious inequity in the present municipal structure.

Indeed, it may be said that this contention, made earlier, is exemplified most strongly by the Town of Parry Sound vis-a-vis its neighbouring area - a situation which arises because of the Town's greater resident population, its relative isolation from other sizable urban centres, and its central significance for much of the rest of the District. For these reasons, the Town is called upon to provide a number of community services of a nature and at a level which is not true elsewhere in the District.

For many such services, therefore, the residents of Carling, Foley, and McDougall enjoy very real benefits from their availability, but they are spared by municipal boundaries from having to concern themselves with the financing of these services in the way which Town residents must do. It is worth repeating that much of the residential, commercial, and industrial development in these townships owes its reason for being to the Town's nearby existence and the high level of urban amenities provided therein by the Town's residents. This continues to be the case despite the fact that relative urbanization has made some new types and new levels of community service expenditure necessary on the part of the townships themselves.

The reapportionment of expenditures throughout the whole benefitting and interdependent area -- i.e., the whole proposed municipality of Parry Sound -- is illustrated in the right-hand columns of Table N, and is a prime motive for restructuring proposals. The Study Group

feels that the foregoing reasoning is quite sufficient to indicate the admittedly considerable cost shifts.



			PI	LANNING			200 -	
TABLE		ng Struc Net Exp	Reapp	Proposed Structure - Reapportionment of area totals				
	\$	\$/cap	<pre>\$ per house- hold</pre>	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv
Powassan Trout Creek S. Himsworth N. Himsworth Chisholm * Nipissing	0 0 0 8028 0	6.77	23.96	.4857	10.6	1165 452 1961 2272 522 1657	1.01 .80 1.61 1.91 .55	.1374 .1374 .1374 .1374 .1374
HIMSWORTH	8028	1.25	3.51	.1374	2.5	8028	1.25	.1374
South River Machar Laurier Lount Ballantyne * Sundridge Joly Strong Paxton *	0 0 - - 661 0 0	.92	2.20	.0751	1.1	neg.	neg. " " " " " "	neg.
ALMAGUIN	661	.16	<			neg.		
Magnetawan Chapman Croft Spence Burk's Falls Armour Ryerson MAGNETAWAN RIVER	0 0 - 0 166 0	.14	.23	neg.	.3	neg.	neg.	neg.
Kearney Proudfoot Bethune Perry McMurrich Monteith Butt * McCraney * EMSDALE	0 0 0 0							

LEGEND: cap = capita

Res. = Residential equiv. = equivalent

NGE = Net General Expenditure

* = part of geographic township
neg. = negligible

PLANNING

TABLE		ng Struct Net Expe	Reapp	Proposed Structure - Reapportionment of area totals				
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.
Hagerman McKellar Ferrie McKenzie Burton * * East Burpee Ferguson *	0 0 - - - -							
FAIRHOLME	0							
Humphrey Rosseau Christie Conger *	33 0 0	.02	.03		.02	neg.	neg.	neg.
HUMPHREY	33	neg			>	neg.		
Ferguson * Parry Sound Foley McDougall Carling	1911 7583 5000	1.01 1.27 3.24 3.78	2.95 2.19 7.22 4.77	.1143 .0832 .2485 .1922	.9 1.4 4.4 6.1	9 7800 3585 4761 4058	2.25 1.38 2.37 2.04 3.07	.1561 .1561 .1561 .1561
PARRY SOUND	20211	1.86	4.11	.1561	1.9	20211	1.86	.15(1

ARGYLE COMMUNITY
SANS SOUCI
POINTE AU BARIL
BRITT COMMUNITY

No Local Expenditures in this Category

'ABLE						1 i		
: - 3B	Existin Actual	g Struct Net Expe	Reapp	sed Stru portionme totals				
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Pes. Mill Rate equi
Powassan Trout Creek S. Himsworth N. Himsworth Chisholm * Nipissing HIMSWORTH	0 0 0 2890 471 1114	2.44 0.50 0.81	8.63 1.27 1.54	.1748	3.8 1.0 1.3	649 252 1093 1266 291 924	.56 .45 .90 1.07 0.31 0.67	.0765 .0765 .0765 .0765 .0765
South River Machar Laurier Lount Ballantyne *	0					neg.	neg.	neg.
Sundridge Joly	0 0 negligible					92 91 77 91	11 11 11	11 11
ALMAGUIN	negligible					neg.	neg.	neg.
Magnetawan Chapman Croft Spence Burk's Falls Armour	0 0 - - 233 0	0.26	.71	.0292	. 4	neg.	neg.	neg.
Ryerson	0				-	"	11	11
MAGNETAWAN RIVER	233	0.06	.09	neg.	.1	233	0.06	neg.
Kearney Proudfoot Bethune Perry McMurrich Monteith Butt * McCraney *	0 - - 1273 0 - -	.92	1.50	.0585	1.3	54 198 118 546 219 137	.14 .64 .61 .39 .32	.025 .025 .025 .025 .025 .025
EMSDALE	1273	.40	.49	.025	0.8	.1273	.40	.025

LEGEND: cap = capita
Res. = Residential
equiv. = equivalent

NGE = Net General Expenditure * = part of geographic township

neg. = negligible

TABLE

: - 3B	Existi Actual	ing Struc Net Exp	Reap	osed Str portionm totals				
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.
Hagerman McKellar Ferrie	432 1626 -	.68 1.79	.82	.0444	1.2	583 856 10	.94	.0408
McKenzie Burton * * East Burpee Ferguson *						326 56 17 209	1.18 .48 1.89	.0408 .0408 .0408 .0408
FAIRHOLME	2058	.63	.90	.0408	.9	2058	.63	.0408
Humphrey Rosseau Christie Conger *	2120 140 0	1.58	2.18	.0755	1.2	1181 98 534 446	.88 .35 .86	.042
HUMPHREY	2260	.78	.92	.042	. 8	2260	.78	.0.12
Ferguson * Parry Sound Foley McDougall Carling	- 6882 9804 0 842	1.21 6.49	3.55 11.22	.1376	1.1 7.2	8 6764 3108 4129 3519	2.00 1.19 2.06 1.77 2.66	
								-

ARGYLE COMMUNITY
SANS SOUCI
POINTE AU BARIL
BRITT COMMUNITY

PARRY SOUND 17528

No Local Expenditures in this Category

1.62 3.57 .1353 1.7 17528 1.62



TABLE

GARBAGE DISPOSAL

III - 3C	Existing Structure - Actual Net Expenditure 1974 Reapportionment area totals								
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.	
Powassan Trout Creek S. Himsworth N. Himsworth* Chisholm Nipissing	834 895 844 1403 600 3675	.72 1.59 .69 1.18 .63 2.67	2.42 5.46 2.39 4.19 1.62 5.08	.0984 .272 .059 .0848 .1579	1.4 7.2 2.0 1.9 1.3 4.4	1197 465 2016 2334 537 1703	1.04 .83 1.66 1.97 .56 1.24	.1412 .1412 .1412 .1412 .1412 .1412	
HIMSWORTH	8251	1.28	3.60	.1412	2.6	8251	1.28	.1412	
East Mills * Hardy * Wilson * McConkey	(1057)					341 197 370 149	.68 1.15 1.59 1.39	.073 .073 .073 .073	
ARGYLE COMMUNITY	1057	1.04	1.70	.073		1057	1.04	.073	
South River Machar Laurier Lount	780 1200 (1800) (5000)	.75	1.59	.0988		1506 2525 634 671	1.44 3.53 4.31 3.97	.1913 .1913 .1913 .1913	
Ballantyne * Sundridge Joly Strong Paxton *	(900) 1202 207 392 (133)	1.66 1.63	3.99 3.00 .68			1678 618 3982	2.32 4.87 3.59	.1913 .1913 .1913	
ALMAGUIN	11644	2.88	5.38	.1913	3 3.9	11644	2.88	.1913	

LEGEND: cap = capita

Magnetawan

Burk's Falls

Chapman

Croft

Spence

Armour

RIVER

Ryerson

MAGNETAWAN

Res. = Residential equiv. = equivalent

244

926

(4975)

(3325)

1495

655

768

12388

NGE = Net general expenditure * = part of geographic township

.59

1.71

1.70

1.56

3.06

.56

negl. = negligible

(1000) Costs incurred by Ministry of Natural Resources

428

2146

2137

1536

3828

1757

12388

557

1.5

2.7

2.5

0.8

2.5

4.9

.11

.0833

.1879

.0329

.0843

.193

.75

2.15

4.54

.91

2.59

4.86

.193

.193

.193

.193

.193

.193

.193

.193

1.03

3.97

4.92

4.57

1.74

3.29

3.57

3.06

TABLE	Existing Actual N	GARBAG Struct Net Expe	Proposed Structure - Reapportionment of area totals					
	\$	\$/cap	\$ per house- hold	Mill Rate	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.
Kearney Proudfoot Bethune Perry McMurrich Monteith Butt* McCraney*	510 (1342) (971) 139 675 (4000) (1650) (132)	1.30	.96 .16 1.29	.006	1.9 0.1 1.5	399 1466 873 4042 1623 1016	4.71 4.48 2.91 2.39	.1846 .1846 .1846 .1846 .1846
EMSDALE	9419	2.99	3.64	.1846	4.8	9419	2.99	.1846
Hagerman McKellar Ferrie McKenzie Burton* East Burpee* Ferguson *	232 2757 - (8300) (4160)	.37	.44	.0238	.6	4375 6426 76 2449 422 127 1569	7.08 4.47 8.87 3.64 14.11	.4504 .4504 .4504 .4504 .4504 .4504
FAIRHOLME	15444	6.94	9.92	.4504	9.8	15444	6.94	.4504
Humphrey Rosseau Christie Conger *	0 335 0 (9460)	1.19	2.46	.1429	1.3	5123 426 2314 1935	1.51 3.74	.1816 .1816 .1816 .1816
HUMPHREY	9795	3.39	4.02	.1816	3.5	9795	3.39	.1816
Ferguson * Parry Sound Foley McDougall Carling	- 18556 4813 11426 5164	3.28 3.19 4.89 3.91	9.58 5.51 10.88 4.93	.3711 .2095 .3741 .1985	3.5	1 1542 708 516 802	2.72 5 4.69 4 3.91	.3085
PARRY SOUND	39959	3.69	8.13	.3085	3.8	3995	3.69	.3085
Conger *	(7190) (16600)					954 1424		
SANS SOUCI	23790	30.04	27.34	1.1743	3 115.8	2379	0 30.04	1.1743

TABLE	Existing Actual N	Struct	E DISPOS ure - enditure			Reapp		- 267 ructure - ment of	
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.	
Shawanaga Harrison Wallbridge *	(1650) (3300) (1130)					1485 4170 425	7.04 3.22	.2533 .2533 .2533	
POINTE AU BARIL	6080	5.25	5.19	.2533	32.6	6080	5.25	.2533	
Wallbridge * Henvey *	(2170)					1610 560	3.01 3.20	.4601	
BRITT	2170	3.06	7.61	.4601	11.9	2170	3.06	.4601	

NOTE: Expenditures listed for unorganized areas are placed in parentheses to emphasize that they have, in the past, been Provincial rather than local costs.

FIRE

TABLE	
III - 3D	Existin Actual
	\$
Powassan	4381

Proposed Structure ng Structure -Reapportionment of Net Expenditure 1974 area totals % of \$/cap Res. \$ per Res. \$/cap Mill total house-Mill Rate own hold Rate equiv. NGE equiv. 2.09 .2847 12.70 7.6 2413 3.80 .517 24.10 1.2016 31.8 937 1.67 .2847 7.03 Trout Creek 3952 .2847 924 0.76 2.62 .0646 2.2 4064 3.34 S. Himsworth 6356 5.36 18.97 .3846 8.4 4706 3.97 .2847 N. Himsworth . 3 .2847 1082 1.14 0.15 . 38 _ 140 Chisholm 1.22 .073 1.1 3433 2.49 .2847 881 0.64 Nipissing .2847 7.26 .2847 5.2 16634 2.58 16634 2.58 HIMSWORTH .1161 0.88 11.50 .7156 7.5 916 5646 5.41 South River .01 1536 2.15 .1161 .13 0.09 64 neg. Machar .1161 386 2.83 Laurier .1161 2.41 408 Lount Ballantyne * .1161 1021 1.41 357 0.49 1.19 .0485 . 6 Sundridge .1161 376 2.96 0 0 Joly .1161 0.90 1.74 .0478 1.1 2423 2.19 1000 Strong Paxton * .1161 2.3 7067 1.75 1.75 3.26 .1161 7067 ALMAGUIN 3.33 .6229 2.16 2.75 .404 5.6 1380 895 Magnetawan .6229 12.82 6923 140 0.26 .32 .0125 . 4 Chapman 15.98 .6229 6895 Croft 14.72 .6229 1796 Spence .6229 3.0404 39.9 4955 5.62 24173 27.41 73.47 Burk's Falls 12352 10.60 .6229 9.81 15.91 .5762 13.5 11425 Armour 10.7 5670 11.52 .6229 6.78 11.28 .3666 3338 Ryerson 15.9 39971 9.87 .6229 39971 9.87 15.67 .6129 MAGNETAWAN RIVER .3059 657 1.68 8.3 5.79 4.10 1.0621 2270 Kearney 2415 7.77 .3059 Proudfoot 1439 7.38 .3059 Bethune .3059 7.6 6660 4.80 .3313 7213 5.20 8.52 Perry 2674 3.93 .3059 11.57 .6907 13.8 8.88 6037 McMurrich 1675 8.86 .3059 Monteith Butt * McCraney * .3059 6.00 .3059 7.9 15520 4.92 4.92 EMSDALE 15520

LEGEND: cap = capita

Res. = Residential equiv. = equivalent

NGE = Net General Expenditure * = part of geographic township

neg. = negligible

TABLE
III - 3D

36										
		ng Struct Net Expe		1974	Reap	Proposed Structure - Reapportionment of area totals				
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.		
Hagerman McKellar Ferrie McKenzie Burton * * East Burpee Ferguson *	208 252 - - - -	0.33	.40	.0215	.6	130 191 2 73 13 4 47	0.21 0.21 0.12 0.26 0.11 0.44 0.18	neg. neg. "		
FAIRHOLME	460	0.21	.30	neg.	. 3	460	0.21	neg.		
Humphrey Rosseau Christie Conger *	5668 0 77 -	4.22	5.82	.2012 neg.	3.3	3003 250 1357 1135	2.24 0.89 2.22 1.75	.1065 .1065 .1065 .1065		
HUMPHREY	5745	1.99	2.36	.1065	2.0	5745	1.99	.1065		
Ferguson * Parry Sound Foley McDougall Carling PARRY SOUND	51432 15212 13582 4	9.08 10.07 5.81	26.55 17.41 12.94	1.0298 .6624 .445	7.9 11.1 7.9	36 30962 14225 18899 16108 80230	9.00 5.47 9.42 8.08 12.12	.6195 .6195 .6195 .6195 .6195		

ARGYLE COMMUNITY SANS SOUCI
POINTE AU BARIL
BRITT COMMUNITY

No Local Expenditures in this Category

TABLE	PARKS AND RECREATION - 270 -								
II - 3E		ng Struc Net Exp	Reap	Proposed Structure - Reapportionment of area totals					
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equi	
Powassan Trout Creek S. Himsworth N. Himsworth Chisholm * Nipissing	12963 0 4294 3495 3000 2848	11.24 3.53 2.95 3.15 2.07	37.57 12.16 10.43 8.11 3.94	1.53 .301 .2114 - .2362	22.4 10.4 4.6 6.4 3.4	3835 1489 6459 7480 1719 5457	2.65 5.31 6.31 1.81	.4525 .4525 .4525 .4525 .4525 .4525	
HIMSWORTH	26439	4.10	11.55	.4525		26439	4.10	.4525	
South River Machar Laurier Lount	13488 1500 -	12.93	27.47	1.707	18.0	3941 6608 1660 1756	9.24	.4994 .4994 .4994	
Ballantyne * Sundridge Joly Strong Paxton *	15169 0 241	21.01	50.40	1.725 neg.	25.1	4393 1618 10422	12.74	.4994 .4994 .4994	
ALMAGUIN	30398	7.54	14.03	.4994		30398	7.54	.4994	
Magnetawan Chapman Croft Spence Burk's Falls Armour Ryerson	0 0 - 2310 1477 453	2.62 1.27 .92	7.02 2.06 1.53	.2905 .0744 .05	3.8 1.7 1.5	143 715 712 186 512 1276 586	1.10	.0643 .0643 .0643 .0643 .0643 .0643	
MAGNETAWAN RIVER	4129	1.02	1.62	.0643		4129	1.02	.0643	
Kearney Proudfoot Bethune Perry McMurrich Monteith Butt * McCraney *	3345 - - 28689 10664 - -	8.53 20.68 15.68	6.05 33.87 20.43	1.318	30.0	3960 18322	21.32 20.31 13.21 10.82	.8417 .8417 .8417 .8417 .8417	
EMSDALE	42698	13.54	16.52	.8417		42698	13.54	.8417	

LEGEND: cap = capita
Res. = Residential
equiv. = equivalent
NGE = Net General Expenditure
* = part of geographic township
neg. = negligible

TABLE

III - 3E

- 3E	Existi: Actual	ng Struct Net Expe	Reapp	Proposed Structure - Reapportionment of area totals				
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.
Hagerman	0							
McKellar Ferrie McKenzie Burton * * East Burpee Ferguson *	- - - -							
FAIRHOLME	_							
Humphrey Rosseau Christie Conger *	69488 10794 1930	51.74 38.28 3.12	71.34 79.37 3.17	2.4656 4.6075 .1515	40.4 42.3 2.7	42979 3575 19420 16239	12.67 31.42	1.525 1.525 1.525 1.525
HUMPHREY	82212	28.44	33.73	1.525		82212	28.44	1.525
Ferguson * Parry Sound Foley McDougall Carling	- 68609 2527 5432 1373	12.11 1.67 2.32 1.04	35.42 2.89 5.17 1.31	1.3726 .11 .178 .053	10.5 1.8 3.2 1.7	35 30079 13819 18360 15649	7.85 11.84	.6018 .6018 .6018 .6018
PARRY SOUND	77941	7.19	15.86	.6018		77941	7.19	.6018

ARGYLE COMMUNITY
SANS SOUCI
POINTE AU BARIL
BRITT COMMUNITY

III	-	3F
-----	---	----

I - 3F		g Struct Net Expe	cure - enditure	1974		Proposed Structure - Reapportionment of area totals			
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv	
Powassan Trout Creek S. Himsworth N Himsworth Chisholm * Nipissing	15305 0 5356 3495 3000 7683	13.27 4.40 2.95 3.15 5.58	44.36 15.17 10.43 8.11 10.63	1.8065 .3759 .2114 .7898 .6373	26.4 13.0 4.6 6.4 9.2	5031 1953 8472 9811 2255 7157	4.36 3.48 6.96 8.20 2.37 5.20	.5937 .5937 .5937 .5937 .5937	
HIMSWORTH	34678	5.38	15.14	.5937	10.9	34678	5.38	.5937	
South River Machar Laurier Lount	15622 1700 -	14.98	31.82	1.9802	20.8	4336 7270 1826 1932	4.16 10.17 12.42 11.43	.5494 .5494 .5494	
Ballantyne * Sundridge Joly Strong Paxton *	15403 0 716	21.33	51.17	1.751	25.5	4833 1780 11466	6.69 14.02 10.35	.5494 .5494 .5494	
ALMAGUIN	33441	8.30	15.44	.5494	11.1	33441	8.30	.5494	
Magnetawan Chapman Croft Spence Burk's Falls Armour Ryerson	796 2077 - - 3972 1247 765	1.92 3.85 4.50 1.07 1.55	2.44 4.82 12.07 1.74 2.58	.3592 .1869 .4993 .0628 .0839	5.0 6.2 6.6 1.5 2.5	307 1535 1528 399 1099 2738 1258	.74 2.84 3.52 3.27 1.25 2.35 2.56	.1382 .1382 .1382 .1382 .1382 .1382 .1382	
MAGNETAWAN RIVER	8857	2.19	3.47	.1382	3.5	8857	2.19	.1382	
Kearney Proudfoot Bethune Perry McMurrich	3345 - - 29392 11189	8.53 21.19 16.45	6.05 34.70 21.43	1.5566 1.3503 1.2802	12.2 30.8 25.6	1865 6851 4083 18892 7585	4.76 22.03 20.94 13.62 11.15	.8679 .8679 .8679 .8679	
Monteith Butt * McCraney * EMSDALE	44026	13.96	17.03	.8679	22.5	4751	13.96	.8679	

LEGEND: cap = capita

Res. = Residential equiv. = equivalent

NGE = Net General Expenditure * = part of geographic township neg. = negligible

17.00

10.06

17.35

14.98

22.44

13.63

1.1408

1.1408

1.1408

1.1408

1.1408

1.1408

TOTAL RECREATION AND COMMUNITY SERVICES

71) 111						-		
- 3F	Exist: Actua	ing Struc l Net Exp	Reap	Proposed Structure Reapportionment of area totals				
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv
Hagerman McKellar Ferrie McKenzie Burton * * East Burpee Ferguson *	1934 710 - - - -	3.06	3.69	.199	5.3	749 1100 13 419 72 22 269	1.18 1.21 .76 1.52 .62 2.44 1.01	.077 .077 .077 .077 .077 .077
FAIRHOLME	2644	1.19	1.70	.077	1.7	2644	1.19	.077
Humphrey Rosseau Christie Conger *	71143 11334 2330	52.97 40.19 3.77	73.04 83.34 3.83	2.5244 4.8375 .1829	41.4 44.4 3.3	44336 3686 20033 16751	33.01 13.07 32.42 25.85	1.5731 1.5731 1.5731 1.5731
HUMPHREY	84807	29.33	34.80	1.5731	29.9	84807	29.33	1.5731

ARGYLE COMMUNITY SANS SOUCI POINTE AU BARIL BRITT COMMUNITY

Ferguson *

McDougall

PARRY SOUND

Carling

Foley

Parry Sound 134090

5342

5432

2873

147737

23.67

3.54

2.32

2.17

13.63

TABLE

No Local Expenditures in this Category

69.23

6.11

5.17

2.74

30.06

2.6828

.2326

.1779

.1104

1.1408

20.5

3.9

3.2

3.5

14.1

57016

26195

34802

29663

147737

			0131	121412 21211		1 1 011		
TABLE I - 3G		ng Struc Net Exp	Reap	Proposed Structure - Reapportionment of area totals				
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv
Powassan Trout Creek S. Himsworth N. Himsworth Chisholm * Nipissing HIMSWORTH	7000 3660 7100 12313 11739 18259	6.07 6.51 5.83 10.38 12.34 13.26 9.32	20.29 22.32 20.11 3.676 31.73 25.25 26.23	.8262 1.1129 .4975 .7451 N.A. 1.5147	12.1 25.5 17.2 16.2 25.2 21.9	8714 3382 14675 .16995 3906 12398	6.02 12.06 14.33 4.11 9.00	1.0285 1.0285 1.0285 1.0285 N.A. 1.0285
South River Machar Laurier Lount Ballantyne * Sundridge	9494 13526 - - - 11902	9.10 18.92	19.36 26.47	1.2034 1.0224	12.7 33.8	6628 11115 2792 2954 - 7388	15.55 18.99 17.48	.84 .84 .84
Joly Strong Paxton *	3000 13206	23.62	43.48	.9259	29.8	2722 17530	21.43	.84 .84 .84
ALMAGUIN	51128	12.68	23.60	.84	16.9	51128	12.68	.84
Magnetawan Chapman Croft Spence Burk's Falls Armour	2321 6192 - 8227 6532 6178	5.61 11.47 9.33 5.61 12.56	7.12 14.37 25.01 9.10 20.87	1.0483 .5571 1.0344 .3294 .6788	14.6 18.4 13.6 7.7 19.9	1017 5101 2146 559 3651 9101 4178	2.46 9.45 4.94 4.58 4.14 7.81	. 459 . 459 . 459 . 459 . 459
Ryerson MAGNETAWAN RIVER	29450	7.27	11.54	.459		29450	7.27	.459
Kearney Proudfoot Bethune Perry McMurrich Monteith Butt * McCraney *	4009 - 15709 5976 - -	10.23 11.33 8.79	7.25 18.55 11.45	1.8655 .7216 .6837	14.6 16.5 13.7	1089 3998 2383 11025 4427 927	2.78 12.86 12.22 7.95 6.51 4.90	.5065 .5065 .5065 .5065 .5065
EMSDALE	25694	8.15	9.94	.5065	13.1	25694	8.15	.5065

LEGEND: cap = capita

Res. = Residential
equiv. = equivalent
NGE = Net General Expenditure
* = part of geographic township
neg. = negligible

GENERAL ADMINISTRATION

TABLE

Ι	Т	Т	_	3	G

I - 3G		ng Struct Net Expe		1974		Reap	Proposed Structure - Reapportionment of area totals			
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.		
Hagerman McKellar Ferrie McKenzie Burton * * East Burpee Ferguson *		6.09	7.36 11.33	.3969	10.7	3333 4896 58 1866 321 31 379	5.27 5.40 3.41 6.76 2.77 3.44 1.42	.3431 .3431 .3431 .3431 .3431 .3431		
FAIRHOLME	11767	5.29	7.56	.3431	7.4	11767	5.29	.3431		
Humphrey Rosseau Christie Conger *	21413 4196 12411	15.94 14.88 20.08	21.98 30.85 20.41	.7598 1.7908 .9746	12.5 16.4 17.4	19876 1652 8981 7510	14.80 5.86 14.53 11.59	.7052 .7052 .7052 .7052		
HUMPHREY	38020	13.15	15.60	.7052	13.4	38020	13.15	.7052		
Ferguson * Parry Sound Foley McDougall Carling PARRY SOUND	111742 25096 20270 16291 173399	19.72 16.62 8.76 12.32	57.79 28.71 19.30 15.54 35.29	2.2357 1.0929 .6644 .6264	17.1 18.3 11.8 15.7	77 66918 30744 40846 34814	19.25 11.81 20.36 17.47 26.33	1.3389 1.3389 1.3389 1.3389 1.3389		

ARGYLE COMMUNITY SANS SOUCI POINTE AU BARIL BRITT COMMUNITY

4.33

19.57

18.61

12.10

9.91

22.23

12.40

1658

6086

3628

6739

4220

39114

16784

.771

.771

.771

.771

.771

.771

.771

TABLE		GENERAL GOVERNMENT - 276 -								
III - 3H		ng Struc Net Exp	Reapp	Proposed Structure - Reapportionment of area totals						
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv		
Powassan Trout Creek S. Himsworth N. Himsworth Chisholm Nipissing	17383 8850 10741 21207 18220 23723	15.08 15.75 8.83 17.88 19.16 17.23	50.39 53.96 30.43 63.30 49.24 32.81	2.0518 2.691 .7527 1.2834 - 1.9679	29.9 61.2 26.0 28.0 39.1 28.4	14524 5638 24459 28326 6510 20665	12.60 10.03 20.10 23.88 6.85 15.01	1.7142 1.7142 1.7142 1.7142		
HIMSWORTH	100124	15.53	43.72	1.7142	31.5	100124	15.53	1.7142		
South River Machar Laurier Lount	22243 16557 -	21.33 23.16	45.30 32.40	2.8194 1.2514	29.7 38.0	9267 15540 3904 4130	8.88 21.73 26.56 24.44	1.1746 1.1746 1.1746 1.1746		
Ballantyne * Sundridge Joly Strong Paxton *	13612 3490 15581	18.85 27.48 14.06	45.22 50.58 27.10	1.5478 1.1520 .7467	22.5 34.7 17.2	10329 3806 24509	14.31 29.97 22.12	1.1746 1.1746 1.1746		
ALMAGUIN	71483	17.73	33.00	1.1746	23.7	71483	17.73	1.1746		
Magnetawan Chapman Croft Spence Burk's Falls Armour Ryerson	8416 9246 - - 15860 14308 10213	20.33 17.12 17.98 12.28 20.76	25.82 21.45 48.21 19.93 34.50	3.7993 .832 1.9942 .7471 1.1221	53.1 27.4 26.2 16.9 33.0	2005 10053 10012 2608 7195 17937 8234	4.84 18.62 23.07 21.38 8.16 15.40 16.74	.9046 .9046 .9046 .9046 .9046 .9046		
MAGNETAWAN RIVER	58043	14.34	22.75	.9046	23.2	58043	14.34	.9046		

IEGEND: cap = capita

Kearney

Bethune

Perry

Butt * McCraney * EMSDALE

Proudfoot

McMurrich Monteith

> Res. = Residential equiv. = equivalent

7100

21546

10468

39114

NGE = Net General Expenditure * = part of geographic township

18.11

15.53

15.39

12.40

12.84

25.44

20.05

15.13

3.3039

.9898

1.1977

.771

25.9

22.6

23.9

20.0

neg. = negligible

TABLE

III - 3H

- 3Н		ng Struct Net Expe	Reap	Proposed Structure - Reapportionment of area totals				
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.
Hagerman McKellar Ferrie McKenzie Burton * * East Burpee Ferguson *	9911 16245 - - -	15.66 17.91	18.91 23.27	1.0203 1.1386	27.4	7409 10882 129 4148 714 216 2658	12.00 7.59 15.03 6.16 24.00	.7627 .7627 .7627 .7627 .7627 .7627
FAIRHOLME	26156	11.76	16.80	.7627	16.5	26156	11.76	.7627
Humphrey Rosseau Christie Conger *	33364 5539 20488 - 59391	24.84 19.64 33.15	34.25 40.73 37.70	1.1836 2.3641 1.6088	19.4 21.7 28.7	31048 2581 14030 11732	9.15 22.70	1.1016 1.1016 1.1016 1.1016
Ferguson * Parry Sound Foley McDougall Carling PARRY SOUND	136620 33446 40365 19637 230068	24.12 22.15 17.26 14.85 21.23	70.53 38.27 38.44 18.74	2.7335 1.4565 1.3232 .7751	20.9 24.4 23.5 23.8	102 88787 40791 54195 46192 230068	15.67 27.01 23.18 34.94	1.7765 1.7765 1.7765 1.7765 1.7765
,		-						

ARGYLE COMMUNITY SANS SOUCI
POINTE AU BARIL
BRITT COMMUNITY



7	~	73	7	80.77	70	Y	-
\sim	1 1	7.3	- 1	SAL	13	v	P.

TABLE		ROA	DWAYS							
III - 3I		Existing Structure - Actual Net Expenditure 1974					Proposed Structure - Reapportionment of area totals			
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.		
Powassan Trout Creek S. Himsworth N. Himsworth* Chisholm Nipissing	15603 3075 21519 22687 23152 40082	13.53 5.47 17.68 19.13 24.34 29.11	45.23 18.76 50.96 67.72 62.57 55.44	1.8416 .935 1.508 1.373	26.9 24.7 52.1 29.9 46.2 48.0	18294 7101 30810 35681 8201 26030	15.87 12.64 25.32 30.09 8.62 18.90	2.1593 2.1593 2.1593 2.1593 2.1593 2.1593		
HIMSWORTH	126118	19.59	55.07	2.1593	39.7	126118	19.57	2.1593		
East Mills * Hardy * Wilson * McConkey *	2411 0 0 3797	4.78 35.49	11.16 37.97	.5168	-	2002 1157 2172 877	3.97 6.73 9.32 8.20	.429 .429 .429		
ARGYLE COMMUNITY	6208	6.11	10.01	.429	-	6208	6.11	.429		
South River Machar Laurier Lount Ballantyne * Sundridge Joly Strong Paxton *	20565 28800 3627 4264 2302 9591 3197 44949	19.72 40.28 24.67 25.23 - 13.28 25.17 40.57	41.88 56.36 45.33 30.68 31.86 46.33 78.17	2.6067 2.1768 1.0914 1.2126 1.0905 .9867 2.1542	27.4 66.2 - - 15.9 31.7 49.5	15202 25499 6405 6777 - 16950 6244 40215	14.58 35.66 43.57 40.10 23.48 49.17 36.30	1.9273 1.9273 1.9273 1.9273 1.9273 1.9273 1.9273		
ALMAGUIN	117295	29.10	54.15	1.9273	38.8	117295	29.10	1.9273		
Magnetawan Chapman Croft Spence Burk's Falls Armour Ryerson	5193 12644 8342 4824 16879 30851 12841	12.54 23.41 19.22 39.54 19.14 26.48 26.10	15.93 29.34 24.25 45.08 51.30 42.97 43.38	2.3444 1.1378 .7536 1.6734 2.1222 1.556 1.411	32.8 37.5 - 27.9 36.5 41.4	3162 15860 15797 4114 11351 28299 12990	7.64 29.37 36.40 33.72 12.87 24.29 26.40	1.4275 1.4275 1.4275 1.4275 1.4275 1.4275		
MAGNETAWAN RIVER	91574	22.62	35.90	1.4275	36.5	91574	22.62	1.4275		

LEGEND: cap = capita

Res. = Residential
equiv. = equivalent
NGE = Net general expenditure
* = part of geographic township
negl. = negligible

TABLE		ROADWAYS Existing Structure - Actual Net Expenditure 1974				Proposed Structure - Reapportionment of area totals			
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.	
Kearney Proudfoot Bethune Perry McMurrich Monteith Butt* McCraney*	4052 7175 3930 36404 15049 738 4757	10.34 23.07 20.15 26.25 22.13 3.90	7.33 22.56 26.03 42.98 28.83 3.80	.8355 1.6725 1.722	14.8 - 38.1 34.4 - -	3055 11220 6687 30940 12423 7780	7.79 36.88 34.29 22.31 18.27 41.16	1.4214 1.4214 1.4214 1.4214 1.4214	
EMSDALE	72105	22.86	27.89	1.4214	36.8	72105	22.86	1.4214	
Hagerman McKellar Ferrie McKenzie Burton* East Burpee* Ferguson *	10655 49515 404 7557 1283 448 4747	16.83 54.59 23.76 27.38 11.06 49.78 17.28	70.94	2.3876 1.3895 1.3707 1.5866 1.3624	29.4 56.6 - - - - 47.1	21135 31042 368 11833 2036 614 7581	33.39 34.42 21.65 42.87 17.55 68.22 28.39	2.1759 2.1759 2.1759 2.1759 2.1759 2.1759 2.1759	
Humphrey Rosseau Christie Conger *	46503 3422 34453 8072	34.63 12.13 55.75 12.46	47.74 25.16 56.67 11.23	1.4605 2.7055	27.0 13.4 48.2	48332 4018 21839 18262	35.99 14.25 35.34 28.18	1.715 1.715 1.715 1.715	
HUMPHREY	92450	31.98	37.94	1.715	32.6	92450	31.98	1.715	
Ferguson * Parry Sound Foley McDougall Carling	79 40929 29320 67067 26020	18.75 7.22 19.42 28.69 19.68	20.87 33.55	1.275 2.1984	- 6.3 21.4 39.0 31.6	73 63065 28974 38494 32810	18.25 11.13 19.19 16.46 24.86	1.2618 1.2618 1.2618 1.2618	
PARRY SOUND	163415	15.08	33.25	1.2618	15.6	163415	15.08	1.2618	
Conger *	6134	23.78	23.41	.7545	-	2461 3673	9.50 6.89	.3027	
SANS SOUCI	6134	7.74	7.05	.3027		6134	7.74	.3027	

TABLE		ROADWAYS Existing Structure - Actual Net Expenditure 1974					Proposed Structure Reapportionment of area totals			
	\$	\$/cap	\$/ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.		
Shawanaga Harrison * Wallbridge *	0 4288 1744	0	11.04	1.2114		1478 4042 422	7.00 4.93 3.20	.2513 .2513 .2513		
POINTE AU BARIL	6032	5.21	5.15	.2513		6032	3.71	.2513		
Wallbridge * Henvey	0 16128	0 92.16	316.24	13.264	-	11969 4159	22.37	3.4204		
BRITT	16128	22.72	56.59	3.4204		16128	22.72	3.4204		



TABLE							20	
III - 3J			ucture - xpenditur	e 1974		Reappo	sed Stru ortionme totals	
	\$	\$/cap	<pre>\$ per house- hold</pre>	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.
Powassan Trout Creek S. Himsworth N. Himsworth* Chisholm Nipissing	16652 3435 21519 22687 23766 40082	14.44 6.11 17.68 19.13 24.99 29.11	20.95 60.96 67.72 64.23	1.9537 1.0444 1.5081 1.373 - 3.325	27.6	18587 7215 31304 36254 8333 26448	16.12 12.84 25.72 30.57 8.76 19.21	2.194 2.194 2.194 2.194 2.194
HIMSWORTH	128141	19.88	55.96	2.194	40.4	128141	19.88	2.194
East Mills * Hardy * Wilson * McConkey *	2411 0 0 3797	4.78 35.49		.5168 1.8585		2002 1157 2172 877	3.97 6.73 9.32 8.20	.429 .429 .429
ARGYLE COMMUNITY	6208	6.11	10.01	.429	-	6208	6.11	.429
South River Machar Laurier Lount Ballantyne * Sundridge Joly Strong Paxton *	24064 28800 3627 4264 2302 17144 3197 46494	23.07 40.25 24.67 25.25 - 23.75 25.17 41.96	56.36 45.34 30.68 56.96 46.33	3.0505 2.1768 1.0914 1.2126 1.9494 .9867 2.2282	66.2	16837 28238 7094 7505 - 18771 6915 44534	16.14 39.49 48.26 44.44 26.00 54.45 40.19	2.1343 2.1343 2.1343 2.1343 2.1343 2.1343 2.1343
ALMAGUIN	129892	32.22	59.97	2.1343	43.0	129892	32.22	2.1343
Magnetawan Chapman Croft Spence Burk's Falls Armour Ryerson MAGNETAWAN RIVER	5193 16644 8342 4824 25251 30851 12841	12.34 30.82 19.22 39.54 28.63 26.48 26.10	38.62 24.25 37.61 35.17 42.97 43.38	2.3444 1.4978 .7536 1.6734 3.175 1.1556 1.411	49.4	3589 18003 17931 4670 12885 32122 14745	8.67 33.33 41.32 38.28 14.61 27.57 29.97	1.62 1.62 1.62 1.62 1.62 1.62

LEGEND: cap = capita

Res. = Residential equiv. = equivalent

NGE = Net general expenditure
* = part of geographic township
negl. = negligible

TABLE		TOTAL TRANSPORTATION Existing Structure - Actual Net Expenditure 1974						- 284 Proposed Structure - Reapportionment of area totals		
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.		
Kearney Proudfoot Bethune Perry McMurrich Monteith Butt* McCraney*	4052 7175 3930 36404 15049 738 4757	10.34 23.07 20.15 26.25 22.13 3.90	26.03 42.98	.9089 .8355 1.6725 1.722	14.8 - 38.1 34.4	3055 11220 6687 30940 12423 7780		1.4214 1.4214 1.4214 1.4214 1.4214		
EMSDALE	72105	22.86	27.89	1.4214	36.8	72105	22.86	1.4214		
Hagerman McKellar Ferrie McKenzie Burton* East Burpee* Ferguson *	10655 49515 404 7557 1283 448 4747	16.83 54.59 23.76 27.38 11.06 49.78 17.28	70.94	1.097 3.4708 2.3876 1.3895 1.3707 1.5866 1.3624	29.4 56.6	21135 31042 368 11833 2036 614 7581	33.39 34.42 21.65 42.87 17.55 68.22 28.39	2.1759 2.1759 2.1759 2.1759 2.1759 2.1759 2.1759		
FAIRHOLME	74609	33.53	47.92	2.1759	47.1	74609	33.53	2.1759		
Humphrey Rosseau Christie Conger *	46503 ·3 422 34453 8072	34.63 12.13 55.75 12.46	47.74 25.16 56.67 11.23	1.4605 2.7055	27.0 13.4 48.2	48332 4018 21839 18262	35.99 14.25 35.34 28.18	1.715 1.715 1.715 1.715		
HUMPHREY	92450	31.98	37.94	1.715	32.6	92450	31.98	1.715		
Ferguson * Parry Sound Foley McDougall Carling	79 165798 46224 69067 28020	19.75 29.27 30.61 29.54 21.20	15.80 85.60 52.89 65.78 26.74	3.3172 2.013 2.2639	- 25.4 30.9 40.2 34.0	138 119321 54819 72832 62077	34.50 21.06 36.30 31.15 46.96	2.3874 2.3874 2.3874 2.3874 2.3874		
PARRY SOUND	309188	28.53	62.92	2.3874	29.6	309,188	28.53	2.3874		
Conger *	6134 0	23.78	23.41	.7545	_	2461 3673	9.50	.3027		
SANS SOUCI	6134	7.74	7.05	.3027		6134	7.74	.3027		

TABLE II <mark>I -</mark> 3J	Existing	Struct	RANSPORT. ure - enditure	Proposed Structure - Reapportionment of area totals				
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv.
Shawanaga Harrison * Wallbridge *	0 4288 1744	13.21	11.04	1.2114		1478 4042 422	7.00 4.93 3.20	.2513 .2513 .2513
POINTE AU BARIL	6032	5.21	5.15	.2513		6032	3.71	.2513
Wallbridge * Henvey	0 16128	92.16	316.24	13.264	-	11969 4159	22.37	3.4204
BRITT	16128	22.72	56.59	3.4204		16128	22.72	3.4204

TABLE .		GARBAGE COLLECTION							
I - 3K		ng Struc Net Exp	Proposed Structure Reapportionment of area totals						
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equi	
Powassan Trout Creek S. Himsworth N. Himsworth Chisholm * Nipissing	2501 2686	1.82	7.25 16.38	.2952		2501 2686 0 0 0	1.82	.295 .818	
HIMSWORTH	5187					5187			
South River Machar Laurier Lount Ballantyne *	2340	2.24	4.77	.2966		2340	2.24	.2960	
Sundridge Joly Strong Paxton *	3606 0 1175	1.06	2.04	.4101		3606 0 1175	4.99 1.06	.410	
ALMAGUIN	7121					7121			
Magnetawan Chapman Croft	730	1.76	2.24	.3296		730 0 0	1.76	.3296	
Spence Burk's Falls Armour Ryerson	4485	5.08	13.63	.5640		0 4485 0 0	5.08	.5640	
MAGNETAWAN RIVER	5215					5215			
Kearney Proudfoot Bethune Perry McMurrich Monteith Butt * McCraney *	1528 - - 0 0 - -	3.90	10.96	.7117		1528 0 0 0 0 0 0	3.90	.7117	
EMSDALE	1528					1528			

LEGEND: cap = capita
 Res. = Residential

equiv. = equivalent
NGE = Net General Expenditure
* = part of geographic township
neg. = negligible

I

I - 3K								
		ing Struc 1 Net Exp	Reap	Proposed Structure - Reapportionment of area totals				
	\$	\$/cap	\$/per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv
Hagerman McKellar Ferrie McKenzie Burton * East Burpee Ferguson *	0 0 - - - -							
FAIRHOLME								
Humphrey Rosseau Christie Conger *	0 1004 0	3.56	7,38	.4285		0 1004 0 0	3.56	.4285
HUMPHREY	1004					1004		
Ferguson * Parry Sound Foley McDougall Carling	0 55668 0 0	9.83	28.74	1.1138		0 55668 0 0	9.83	1.1138
PARRY SOUND	55668					55668		

ARGYLE COMMUNITY SANS SOUCI POINTE AU BARIL BRITT COMMUNITY

TABLE			SE'	WERS			- 288	
III - 3L	Existin Actual	g Struct Net Expe	Proposed Structure - Reapportionment of area totals					
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv
Powassan Trout Creek S. Himsworth N. Himsworth Chisholm Nipissing	25500 0 0 0 - 686 0	22.12		3.0099		25500 0 0 0 0 686	22.12	3.0099
HIMSWORTH	26186					26186		
South River Machar Laurier Lount Ballantyne * Sundridge Joly Strong Paxton *	0 0 163 0	0.23	. 54	.0185		0 0 0 0 0 163 0	0.23	.0185
ALMAGUIN	163					163		
Magnetawan Chapman Croft Spence Burk's Falls Armour Ryerson	0 0 8714 0	9.88	26.49	1.0957		0 0 0 0 8714 0 0	9.88	1.0957
MAGNETAWAN RIVER	8714					8714		
Kearney Proudfoot Bethune Perry McMurrich Monteith Butt * McCraney *	0 0 0					0 0 0 0 0 0 0		

LEGEND: cap = capita
Res. = Residential

equiv. = equivalent
NGE = Net General Expenditure * = part of geographic township neg. = negligible

III

- 3L		ng Struc Net Expe	Proposed Structure - Reapportionment of area totals					
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Rès. Mill Rate equiv
Hagerman McKellar Ferrie McKenzie Burton * East Burpee Ferguson *	0					0 0 0 0 0 0 0		
FAIRHOLME								
Humphrey Rosseau Christie Conger *	16411 0 0	12.22	16.85	.5823		16411 0 0 0	12.22	.5823
HUMPHREY	16411					16411		
Ferguson * Parry Sound Foley McDougall Carling	211702 0 20716 0	37.37	109.29	4.2358	4	0 211702 0 20716	37.37	4.2358
PARRY SOUND	232418					232418		

ARGYLE COMMUNITY SANS SOUCI POINTE AU BARIL BRITT COMMUNITY

III

- 3M		ng Struc Net Expe	Reapp	Proposed Structure - Reapportionment of area totals				
	\$	\$/cap	\$ per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv
Powassan Trout Creek S. Himsworth N. Himsworth Chisholm * Nipissing	4297 2212 308 4528 0 442	3.73 3.94 0.25 3.82 0.32	12.46 13.49 .87 13.52	.5072 .6726 .0216 .2740		4297 2212 308 4528 0 442	3.73 3.94 0.25 3.82	.5072 .6726 .0216 .2740
HIMSWORTH	11787					11787		
South River Machar Laurier Lount	4503 0 -	4.32	9.17	.5708		4503 0 0	4.32	.5708
Ballantyne * Sundridge Joly Strong Paxton *	3885 0 501	5.38	12.91	.4418		0 3885 0 501 0	5.38	.4418
ALMAGUIN	8889		4.10			8889		
Magnetawan Chapman Croft Spence Burk's Falls Armour Ryerson	1791 0 - - 2330 0	4.33	5.49 7.08	.8085		1791 0 0 0 2330 0	2.64	.8085
MAGNETAWAN RIVER	4121					4121		
Kearney Proudfoot Bethune Perry McMurrich Monteith Butt * McCraney *	1203 - - 917 787 - -	3.07 0.66 1.16	8.59 1.08 1.51	.5598 .0421 .0901		1203 0 0 917 787 0 0	3.07 0.66 1.16	.5598 .0421 .0901
EMSDALE	2907					2907		

LEGEND: cap = capita

Res. = Residential

equiv. = equivalent
NGE = Net General Expenditure * = part of geographic township neg. = negligible

TABLE

III - 3M

- 3M						Ti		
		ng Struct Net Expe	Proposed Structure - Reapportionment of area totals					
	\$	\$/cap	<pre>\$ per house- hold</pre>	Res. Mill Rate equiv.	% of total own NGE	\$	\$/cap	Res. Mill Rate equiv
Hagerman McKellar Ferrie	385 925 -	0.61	.73	.0396		385 925	0.61	.0396
McKenzie Burton * * East Burpee Ferguson *	- - - -					0 0 0		0 0 0 0
FAIRHOLME	1310					1310		
Humphrey Rosseau Christie Conger *	0 1042 645	3.70	7.66 1.06	.4447		0 1042 645 0	3.70	0 .4447 .0507
HUMPHREY	1687					1687		
Ferguson * Parry Sound Foley McDougall Carling	0 22966 0 1136 0	4.05	11.86	- .4595 0 .0372		0 22966 0 1136		0 .4595 0 .0 3 72
PARRY SOUND	24102					24102		

ARGYLE COMMUNITY SANS SOUCI
POINTE AU BARIL
BRITT COMMUNITY



SELECTED 1975 EXPENDITURES IN PARRY SOUND URBAN AREA (ACTUAL AND APPORTIONED)

TABLE

1									
III - 3N	1975	al Incide Expendit ting Stru	ure		Apportionment 1975 Expenditure Proposed Structure				
	\$	\$/cap	\$/per house- hold	Res. Mill Rate equiv.	% of total own NGE	\$	* \$/cap	Res. Mill Rate equiv	
Parry Sound Foley McDougall Carling	138404 0 5359 0	24.43	71.45	2.769	21.2	55481 25489 33865 28864	9.79 16.88 14.48 21.83	1.11	
POLICE	143763	13.26	29.26	1.110	13.8	143763	13.26	1.11	
Parry Sound Foley McDougall Carling INDUSTRIAL	7877 0 0 1632	1.39	4.07 1.56	.15	2.0	3670 1687 2240 1909 9509	.65 1.12 .96 1.44	.07 .07 .07	
DEVELOPMENT	9509	.00	1.94	.073	0.9	9509	.88	.07	
Parry Sound Foley McDougall Carling	26114 0 0 0	4.61	13.48	.522	4.0	10078 4630 6151 5243	1.78 3.07 2.63 3.97	.20	
DAY CARE	26114	2.41	5.31	.202	2.5	26114	2.41	.20	
Parry Sound Foley McDougall Carling	21301 0 0 0	3.76	11.00	.426	3.3	8220 3777 5018 4277	1.45 2.50 2.15 3.24	.16	
LIBRARIES	21301	1.97	4.33	.164	2.0	21301	1.97	.16	
Parry Sound Foley McDougall Carling	3080 4476 0 0	.54 2.96	1.59 5.12	.062	0.5 3.3	2916 1340 1780 1516	.51 .89 .76	.06	
SUPPORT TO HOSPITALS	7776	0.76	1.58	0.06	0.7	7776	0.07	.06	

LEGEND:

cap - capita (grant population)
Res. - Residential
equiv. - equivalent
NGE = Net General Expenditure

Totals may not add due to rounding.



SECTION E

A COMPARISON OF REAL PROPERTY TAXATION LEVELS
BETWEEN MUNICIPAL AREAS AND UNORGANIZED TERRITORY

It has been argued that one of the weaknesses of the municipal system in Northern Ontario is the proximity to municipalities of unorganized territory, which falls directly under the responsibility of the Province for government services, be they of a "municipal" nature or not. The system, it is argued, fails to require of residents in this unorganized territory an adequate level of local taxation. That is, a higher property-tax contribution toward the cost of local and area-wide services is required in the municipal areas than in the unorganized areas.

If true, the effect of the Province's unintentional subsidy of the unorganized residents would be obvious enough. The results of lower tax rates for equivalent services would be a steady erosion of municipal stability and a tendency toward urban sprawl and havoc from a land-use planning and environmental quality point-of-view.

On balance, a resident could, in such circumstances, be forgiven if he chose to pass up the opportunity for community self-expression, which comes of municipal organization, in favour of a lighter burden of taxation. At the same time, he may be attracted -- let us be frank -- by the probable corollary of less effective regulation in such critical spheres as zoning and building inspection.

TAXATION IN UNORGANIZED TERRITORY

(1) Provincial Land Tax:

Let us first establish the forms of local taxation for which unorganized residents are liable. Primary among these is the <u>Provincial Land Tax</u>, which was devised for the purpose of exacting from unorganized residents a measure of real property taxation which would recognized the fact that the Province directly makes available a variety of local services which, in municipalities, would be supported by property taxation.

It must be made clear, though, that unlike the municipal mill-rate, no discernible and direct relationship exists between the level of the Provincial Land Tax and the cost to the Province of providing any set of services. The Provincial Land Tax, by regulation under The Provincial Land Tax Act, is currently set at a uniform 15 mills on the Provincial Land Tax assessment. As an aside, it should be noted that P.L.T. assessment is determined by using an outmoded assessment manual. While it may roughly be equated to 30% of market value assessment throughout Northern Ontario as a whole, P.L.T. assessment has no known relationship to market value in any specific locality.

The Province pays 100% of the cost of land use planning and regulation services required by unorganized territory and 100% of the contribution attributable to unorganized territory toward the cost of social and health services (family and child welfare, homes for the aged, public health). Police services are provided at no local cost by the Ontario Provincial Police, as is true in most organized townships.

In addition, the Province commonly makes available to unorganized communities in Northern Ontario a number of services and facilties which would be a municipal responsibility elsewhere. Such Provincial bodies as the Ministry of Natural Resources often provide a measure of waste disposal and non-structural fire protection which would place residents on a par, for all practical purposes, with residents in many parts of most organized townships. The Ministry's formal

fire-fighting mandate and capability does not extend to structural fires. Similarly, residents may receive benefits such as streetlights, bridges, or water systems, which would, in other circumstances, have had to be initiated by the municipal council. In a sense, too, the Ministry of Natural Resources (particularly its Northern Affairs Officers), and the Ministry of Culture and Recreation field officers receive most of the minor or unclassifiable inquiries and duties which would be directed to a municipal office, and Members of the Legislature those of a reeve. All in all, it would be quite difficult to put a price tag on the Provincial expenditures of a "municipal" nature, for some portion of which the Provincial Land Tax might reasonably be made liable if it were to act comparably to municipal taxation.

(2) Local Roads Tax:

A second form of taxation paid by unorganized residents in respect of services of a municipal nature is the Local Roads Tax. This tax is levied by a local roads board to cover a portion of construction and maintenance costs, where local roads exist in unorganized territory. Like a municipal mill rate it varies from year to year according to the budget of the local roads board. In addition, the level of Provincial contribution, despite a 50% statutory subsidy, tends to vary between local roads area in conjunction with the number of Crown lots served, for which the local roads board receives the equivalent of a payment-in-lieu of taxes. The total effect is a level of Provincial contribution which is similar to that paid by the Ministry of Transportation and Communications (MTC) to most organized townships with a relatively low assessment base (70 to 80%). The remaining locally-derived funds, therefore, may be equated with the roads portion of a municipal levy. The administrative expenses of the local roads board and of its tax collector are paid out of the tax revenues. The remainder then is remitted to the Province's Consolidated Revenue Fund, and MTC performs the agreed-upon work with its own crews. Financial expenses or budget overruns, therefore, are absorbed by MTC. In the few isolated instances where residents make their contribution to local roads by

contributing their own statute labour, no counterpart to a municipal road levy would now exist.

(3) School Tax:

A third form of taxation, of course, is the school tax with which this discussion need not generally be concerned. In a municipality, school taxation takes the form of a levy on the municipal corporation. That is, the municipality collects school board taxes and incurs whatever expenses are associated with the financial transaction. Similarly, municipal personnel administer school board elections as well as their own.

In many unorganized areas, this continues to be the case. The Town of Parry Sound, for instance, collects the school taxes and supervises the school board elections for the whole unorganized territory within the West Parry Sound District Board of Education. In such cases, however, The Education Act permits the municipality to arrive at, and levy, a surcharge on the school tax which will recoup the municipality's collection expenses. Where such an arrangement does not exist, the Board of Education may segregate these expenses and levy a similar surcharge on the tax which it collects for itself.

Such surcharge on the school tax, then, would represent taxation for what may be termed "municipal services", which may, in fact, be paid by unorganized residents.

In some instances, the school tax may include a further portion to cover expenditures which could be termed "municipal" in nature. Boards of Education covering unorganized territory have long been empowered to establish community centres in such areas and to act as sponsors for local recreation committees and library boards. In the case of library boards and recreation committees, the Board has a responsibility to approve the budgets of the local committees and to rate the costs against the area which the local committees represent. In the case of community centres, the Board may appoint a committee of

management but ownership and budget approval remain with the board, so that it is not clear that any contributions by the school board are to be area-rated.

COMPARISON OF MILL RATES

In the entire District of Parry Sound, the Ministry of Revenue has returned uniform assessments at market value for 1975 municipal and school taxation. 1975 mill rates throughout the District, therefore, are directly comparable. Can we, for the purposes of comparison, therefore, construct a composite level of "municipal-type" taxation for the unorganized townships, which may be expressed on the same mill rate basis as for neighbouring township municipalities?

(1) Provincial Land Tax:

For the Provincial Land Tax, the task is relatively simple. If for example, the Province derived \$1000 in Provincial Land Tax Revenues from an unorganized township with \$1,000,000 worth of School Tax assessment, we can say that the Land Tax was the equivalent of one mill upon the townships' rateable property (again, rateable for school purposes).

Note that we have avoided all reference to the assessment base which was used to determine that \$1000 total Provincial Land Tax levy and to distribute it between properties within that unorganized township. In fact, because of the different criteria used for P.L.T. assessment and for market-value school assessment, permanent residential properties may bear a disproportionately high Provincial Land Tax when compared to a cottage property.

Unlike the municipal or school levy, for which statutes require a split mill rate as between residential and commercial properties, the Provincial Land Tax is levied at a single rate, which is applicable to all classes of property.

Note, finally that the latest available figures for P.L.T. revenues by unorganized township are for 1974. Our basis of comparison, however, requires that we use municipal mill rates for the year 1975, the first year in which uniform District-wide assessment was in effect. In all probability, the Provincial Land Tax yield by township did not increase significantly between 1974 and 1975. Neither the rate nor the basis of assessment for Provincial Land Tax changed, so that any difference could, to all intents and purposes, be attributed to the volume of building activity between the dates of property valuation for 1974 P.L.T. and for 1975 P.L.T. We may safely say that any understatement which may come from using 1974 P.L.T. figures will not, in all probability, be significant for our comparison.

(2) Local Roads Tax:

In similar fashion, we can readily convert the local roads tax into a mill rate (for each unorganized township) which is comparable to that of a township municipality. The assessment basis actually used to determine local roads tax is usually the P.L.T. assessment -- again, with no distinction between residential and commercial rates. The calculation therefore, is the same as noted above: for the same example, \$1000 of revenue implies a rate of one mill on a market-value, school-tax assessment of \$1,000,000. Again, note the possibility that the Local Roads Tax may in actual fact have a heavier incidence upon permanent residences than upon cottages, from the perspective of relative market values, and therefore, from the perspective of a similar property in a township municipality.

One important assumption must be noted. Our calculation, such as our example above, has the effect of assuming that the actual local roads revenues derived from an unorganized township were derived from the whole of that township. To put it another way, it assumes that the tax was distributed across rateable property throughout the township. In actual fact, it was distributed only among properties within the local roads area -- perhaps only a small fraction of the township.

In a municipality, of course, the roads levy <u>is</u> distributed upon the whole township's assessment, even though some properties may, for instance, abut a Provincial highway. For the purposes of our comparison, then, our implicit assumption is a valid and realistic one.

Note also, that several local roads areas comprise all or parts of two or more townships. It has not been possible, nor is there a need, to divide up the actual local roads tax revenue between the township areas. Rather, the townships involved in the local roads area have been treated as a single township for the purposes of this analysis.

Note, finally, that we are again using 1974 figures for actual local roads tax revenues. Again, this fact has little bearing upon the validity of this analysis. Roads expenditures, both in local roads areas and in township municipalities, have some tendency to vary, up or down, from year to year. In all probability, the extent of any understatement of real 1975 road tax levels is slight.

(3) School Tax:

We now turn to the administration surcharge upon the school tax levy. For this item, our analysis runs smoothly for an area covered by the West Parry Sound Board of Education. The Town of Parry Sound collects school tax and administers Board elections for the whole of the unorganized territory within the jurisdiction of the West Parry Sound Board. In 1975, the Town added a rate of approximately 0.55 mills (0.541, to be exact) to the tax bills sent to unorganized territory.

In the East Parry Sound Board of Education area, the same precision is not possible. The Board itself collects school tax in some of its unorganized territory, while municipalities administer the tax and add the surcharge in a number of other areas. The Board incurs an administrative expense of about \$18,000 in regard to unorganized territory, which suggests rate of roughly 0.5 mills upon that portion

of the unorganized territory (with a total assessment of over \$36,000,000) which the Board administers directly. The administrative surcharge in areas administered by municipalities varies. For the purposes of illustration, therefore, we will settle for a notional rate upon unorganized townships in the West Parry Sound Board area only.

In 1975, there was no tax contribution by residents of unorganized territory within the District for the purposes of recreation. The Pointe au Baril Community Centre Committee spent \$18,000 for capital purposes and about \$3200 for programs, but these undertakings were met entirely by government grants and private donations of labour, money, and materials — a substantial achievement. It should be pointed out, though, that most small municipalities require little or no tax contribution for recreation either.

Argyle Recreation Committee (including the unorganized townships of Hardy, McConkey, Wilson, East Mills, and Pringle) -recorded expenditures of \$1,658 in 1975. Again, none of that was added to the tax bill by the East Board. It is interesting to note in passing that in 1974 the East Board levied a special-area rate yielding a total of \$4,000 upon several townships for the purposes of the local recreation committee.

ACTUAL COMPARISON - AN ILLUSTRATION

This analysis is now in a position to develop a concrete illustration. We may develop a single mill rate which combines those forms of taxation or comparable payments which can be compared to a municipal levy (for non-school purposes) in a comparable township municipality. By looking at a nearby township municipality, we can have some reasonable assurance that we will be comparing not only levels of taxation, but also levels of service and of need. These are indicated in Table III - 4.

Let us take the example of the unorganized township of Croft. From this area was derived a total of \$13,189 in Provincial Land Tax Revenue in 1974. In addition, through the Croft and the Ahmic Lake local roads boards, a total of \$12,600 was the local contribution to Local Roads Board expenditures. The two major forms of taxation which apply to unorganized territory thus yielded \$25,789. This amount, when applied against Croft's market-value assessment base of \$10,968,000 implies a rate of 2.35 mills. To this, must be added a rate of 0.55 mills pertaining to school tax administration. Again, we are dealing with that part of Croft which falls within the West Board of Education area. The sum yields a notional 1975 mill rate for Croft (West) of 2.9 mills.

Against this, compare the 1975 rates of two township municipalities: Hagerman - 3.69/and Chapman - 2.373. Both these adjoining municipalities, moreover, have a very similar assessment base. It would appear in this case that a comparable level of taxation is in effect upon the "average household" in all three areas.

The mean and the median values for both groups, moreover, appear remarkably similar, particularly when road levies are excluded. The greater divergence when roads are included is not surprising when one considers the higher level of responsibility which municipalities assume for their own local roads, and the higher, year-round standard to which they are maintained.

TABLE III - 4

A Comparison of Existing Rates of Taxation for "Municipal" Purposes, Between Unorganized and Municipal Townships Within the West Parry Sound Board of Education

	19(74) 75	19(74) 75 Res. Rate excl.	
Area	Res. Mill Rate	(1) Road levy (2)	\$ (3)
Ferrie	5.95	2.80	606
Croft	2.90	1.75	31218
Spence	3.50	1.85	9961
Mowat (5)	3.85	3.35	3507
Blair (5)	3,25	2.75	7025
Burton (5)	4.40	3,00	4041
East Burpee (5)	3.85	2.45	1190
McKenzie (5)	3.35	1.95	17617
Ferguson	4.25	2.35	14872
Henvey (5)	4.75	2.40	8962
Wallbridge (5)	5.80	3.45	32717
Harrison	2.60	1.80	41354
Shawanaga	1.70	1.55	9592
Cowper	1.90	1.90	16781
Conger	3,35	2.00	61118
mean	3.70	2.35	
median	3.50	2.35	
Carling	2.47	1.35	76558
McDougall	5.80	3.45	143048
Foley	6.95	4.95	119753
Hagerman	3.69	2.60	28352
McKellar	4.48	2.65	73436
Christie	4.83	2.15	48093
Humphrey	6.70	5.05	140350
Chapman	2.37	1.25	17808
Ryerson	3.35	1.95	20487
McMurrich	3.97	2.25	24110
mean	4.45	2.75	
median	4.25	2.45	

Notes (1) For township municipalities, this column represents actual residential 1975 mill rates for local general purposes.

For unorganized townships, this column represents

For unorganized townships, this column represents a composite notional mill rate derived from 1974 Provincial Land tax, 1974 Local Roads Tax, and the 1975 administration surcharge on the School Tax. Further explanation in the text.

- (2) For township municipalities, this column has subtracted, from the 1975 mill rates, a rate equivalent to the net (after-grant) 1974 road expenditures. Because of McKellar's unusually large 1974 road levy, a putative figure has been substituted. For the unorganized townships, the Local Roads Tax is simply removed from the composite figure given in the previous column.
- (3) For unorganized townships, this column totals the actual dollar amounts from which the previously cited composite mill rates were calculated.

 For township municipalities, actual 1974 tax revenues are given, minus the education levies.
- (4) These composite dollar figures are calculated as if the whole of both townships paid the Town of Parry Sound's West Board school tax administration surcharge. As noted in the text, such was not the case, and the result is a slight overstatement.
- (5) Where areas within two or more townships have participated in one Local Roads Board, the 1974 Local Roads Tax, has been apportioned between townships in proportion to the total taxable assessment of each township.

OBSERVATIONS AND CONCLUSIONS

Does this mean that residents of unorganized territory have some sort of guarantee that municipal organization will not bring a level of property taxation to which they are unaccustomed? For a number of reasons which should be noted carefully, this is not necessarily so.

For one thing, the figures shown are derived from taking township aggregate tax revenues and dividing by the township aggregate assessment. They indicate nothing about the distribution of the tax burden within the township area. In fact, we know that upon municipal organization, not only the school tax, but all forms of property taxation will be based upon the Ministry of Revenue's uniform market-valuation, and that the Provincial Land Tax will cease to apply. As noted, this is likely to diminish the tax burden upon certain types of properties and to increase it for others (most notably cottages). Moreover, all residents within the area will be required to contribute to the cost of local roads, as is customarily within municipalities but is not now true under the Local Roads Board system. Again, some justifiable redistribution may result.

The second factor which bears stress is that one major item of taxation for unorganized residents - the Provincial Land Tax - is set at a fixed rate which bears no relationship whatsoever to the cost of providing local services, and does not reflect decisions concerning the quantity or quality of local services. Upon municipal organization, of course, the municipal council will gain a hand in local services, and will be required to set property taxation at a level which reflects the costs of these decisions. The council may well choose to set projects into motion which have local appeal and meet long-standing needs. These will certainly have a price.

In addition, it becomes incumbent upon the municipality to provide for residents the various duties of publicity, administration, and financial management which previously fell

to the Province, the School Board, or a nearby municipality. In cases such as cash management and tax collections, improper performance will worsen the tax burden.

Finally, we may repeat two factors of which we have discussed with regard to organized townships. Like residents of township municipalities, unorganized residents have often relied upon the residents of councils of urban municipalities to make available a variety of general services. In similar fashion, therefore, the redistribution of local general expenditures within a restructured unit can be expected to ameliorate this problem.

Areas newly incorporated within restructured municipalities may also make a contribution to the improvement of services which have previously been accorded a low priority. For instance, even a minimal level of local building inspection has not existed in unorganized territory, except in conjunction with private water and waste facilities. A possible desire to use the new municipality for the upgrading of local fire protection would, clearly enough, increase taxes.

SECTION F

POST-RESTRUCTURE FINANCIAL MANAGEMENT NEEDS

At present, the financial management function in all municipalities in the District with the exception of two municipalities is combined in the position of the clerk. The two exceptions are the Town of Parry Sound and the Township of Christie. Seventeen of the remaining 26 municipalities in the Study Area have full-time clerk-treasurers. Excluding the Town of Parry Sound, the permanent populations served are, in all cases, 2,500 or less. Under the proposed restructure most of the proposed full municipalities would have permanent populations in the range of 1000 to 4000 people.

There are no established guidelines or rules indicating what upgrading, if any, is needed in the financial management functions of the new municipalities; whether the combined function of clerk-treasurer should be separated; what minimum professional standards are necessary; or whether the position could be adequately filled from among the existing staff in the areas concerned. The calibre of financial management in the new municipalities will depend greatly on the policies and intentions of the new local councils, as well as the type of leadership these new councils will be willing to give.

A great deal will also depend on how new councils will perceive the role of the treasurer. If all that they want is a bookkeeper and tax collector, then, that is what they will eventually get and the professional qualifications or training (and salary) required would be minimal. However, if extensive municipal financial expertise and analysis of the financial impact of alternative development policies are required, the skills must be commensurate. Usually small municipalities compromise by hiring a good generalist combining two or more functions (clerk, treasurer, etc.) and hire specialized skills on an ad hoc basis as required.

A survey of municipalities in Ontario with less than 4,000 people shows that most of them operate with a combined clerk-treasurer position. With the exception of <code>Himsworth</code>, <code>Almaguin</code>, <code>Parry Sound</code>, (and perhaps <code>Magnetawan River</code>), similar arrangements may prove to be adequate for the rest of the proposed new municipalities in the district. The present Town of Parry Sound already operates with separate full-time clerk and treasurer positions and in all probability this arrangement would continue under a new structure. In the case of <code>Himsworth</code> and <code>Almaguin</code>, the existing municipalities which would make up these proposed municipalities presently operate with a combined position. Given their proposed increase size and development pressures on them, strong consideration should be given to establishing a separate treasurer position in each.





APPENDIX

LIST OF RECOMMENDATIONS

MADE BY THE STUDY GROUP

FINAL REPORT PAGE

RECOMMENDATION

39

- (1) We propose that eleven (11) municipalities be incorporated in the Study Area, consisting of amalgamating existing municipalities and unorganized townships into these 9 full municipalities and two sub-municipal "communities" (proceeding from north-east to north-west):
 - 1. "Himsworth" comprising the present
 Towns of Powassan and Trout Creek; the
 Townships of South Himsworth, Nipissing,
 and Chisholm (the last in Nipissing
 District); and all portions of North
 Himsworth Township except those surrounding
 Callander Bay.

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2. "Argyle Community" - comprising the developed portions of the four geographic townships in the Argyle area centred on Loring and Port Loring; including the northeast corner of Wilson township, the northwest corner of East Mills township, the southwest corner of Hardy township, and the southeast corner of McConkey township. All are presently unorganized territory.

- 3. "Almgauin" comprising the present
 Villages of South River and Sundridge;
 the Townships of Machar, Strong, and
 Joly; the geographic townships of Lount
 and Laurier; and the portions of
 Ballantyne and Paxton geographic townships
 (in Nipissing District) west of Algonquin
 Provincial Park.
- 4. "Magnetawan River" comprising the present Villages of Burk's Falls and Magnetawan; the Townships of Armour, Ryerson, and Chapman; the geographic township of Spence; and all but a small portion of the geographic township of Croft.
- 5. "Emsdale" comprising the Town of Kearney; the Townships of Perry and McMurrich; the geographic townships of Bethune, Proudfoot, and Monteith (part); those portions of Butt and McCraney geographic townships (in Nipissing District) west of Algonquin Provincial Park.
- 6. "Fairholme" comprising the Townships of Hagerman and McKellar; the geographic townships of Ferrie and McKenzie; the eastern portions of the geographic townships of Ferguson, East Burpee, and Burton; and a small portion of the geographic township of Croft.
- 7. "Humphrey" comprising the Village of
 Rosseau; the Townships of Christie and
 Humphrey; the portion of Conger geographic
 township east of the proposed Blackstone
 Harbour Provinical Park; and the west
 portion of the geographic township of Monteith.

- 8. "Parry Sound" comprising the Town of Parry Sound; the Townships of Foley,
 McDougall, and Carling; and the western portion of Ferguosn geographic township.
- 9. "Sans Souci" comprising the geographic township of Cowper and the western portion of the geographic township of Conger.
- 10. "Pointe au Baril" comprising the geographic townships of Shawanaga and Harrison and the southern portion of Wallbridge geographic township.
- 11. "Britt Community" comprising the developed areas of Henvey and Wallbridge geographic townships, primarily including the hamlets of Britt and Byng Inlet.

 The remaining territory within Parry Sound

The remaining territory within Parry Sound
Territorial District should remain unorganized
for municipal purposes.

- (2) The elected councils of the proposed municipalities should be recognized as the most important general-purpose public bodies at the local level in the Study Area.
- (3) While local advisory or management boards may be appointed by individual enlarged municipalities, primary financial and decision-making authority must rest with each elected council.
- (4) Only those functions not able to be provided on a single municipality basis should be assumed by joint inter-municipal appointed bodies or, where necessary, by separately elected boards (education) or private bodies (hospital boards and Children's Aid Society).

(5) The only new inter-municipal bodies required or proposed are a West Parry Sound and an East Parry Sound Joint Planning Board.

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(6) The following local and area-wide functions should continue to be assumed by special-purpose appointed authorities (elected exceptions noted) separate from the individual municipal councils (one in each municipality):

Area-Wide - education (elected boards)

- family and child welfare
- homes for the aged
- public health
- joint planning
- (7) The following local special-purpose bodies should be dissolved and their functions assumed directly by council, with citizen advisory committees where appropriate (*):
 - Public Utilities (water and sewer only)
 - Planning Boards* and committees of adjustment
 - Local roads and statute labour boards
 - Industrial Park Board*

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(8) Council size in a new system should be subject to discussion by the present municipalities or local groups and should reflect the size and complexity of the new municipality.

(9) The head of each municipal council should be chosen at large by all voters ("direct") in the nine proposed full municipalities and by the elected members ("indirect election") in the two proposed communities.

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(10) In each proposed full municipality, a ward system should be used for elections; wards should be based on weighted population, accessibility, and existing municipalities, geographic townships, or communities.

53

(11) Each proposed full municipality must participate formally in area-wide bodies and be represented on it. Municipal council appointments should be on the basis of weighted population.

55

(12) Ward representation on municipal councils and municipal or local representation on area-wide bodies should be determined on the basis of grant population, calculated using the Municipal Grant Population formula, rather than on the basis of permanent population or assessment.

125

(13) Municipal election procedures in the proposed municipalities of Sans Souci and Pointe au Baril should be varied from The Municipal Elections Act to allow a mail ballot and remote polling stations on a trial basis.

130

(14) Municipal election procedures in the proposed communities of Britt and Argyle should be varied from those required by
The Municipal Elections Act, to achieve a simplified system, especially in the area of nominations, advance polls, and election officials.

- (15) Each proposed municipality should employ full-time administrative staff, including a clerk-treasurer and full-time tax collection, clerical and other staff sufficient to serve the municipality adequately.
- (16) The proposed municipalities of Parry Sound,
 Himsworth and Almaguin should consider
 the merits of a separate clerk and treasurer
 to meet specialized needs in those larger
 municipalities.
- (17) Municipal councils should delegate to its full-time staff as many of the detailed administrative and service functions as possible, leaving council free to discuss policy and program objectives.
- (18) The municipal clerk, treasurer, or clerk-treasurer should perform staff functions for local special-purpose bodies, including those for hydro-electric, library, arena, recreation and cemetery services.
- (19) Present staff should be used wherever possible, subject to their receiving specialized training (where necessary).
- 138
- (20) Each new municipality should employ a full-time road or works superintendent and other full-time and seasonal staff, depending on the services provided or required.
- (21) The municipalities of "Parry Sound" and "Himsworth" should consider the hiring of a qualified municipal engineer to oversee roads and works operations.

(22) Municipal councils should have direct responsibility for operating and collecting rates for communal water and sewage treatment facilities, assuming these from public utilities commissions or the Ministry of the Environment (where applicable).

142

- (23) The method of operation of local hydroelectric facilities should be investigated
 by a single District-wide study or separate
 local studies, under the procedures
 established by the Steering Committee for
 the Restructuring of Municipal Utilities.
- (24) Further, such a study or studies should include the definition of hydro service areas in the urban areas and the advisibility of combining separate utilities within proposed municipalities or incorporating small utilities into the Power District.

- (25) Each municipality should have direct responsibility for waste collection and disposal, including those sites now within unorganized territory maintained by the Ministry of Natural Resources. Sites outside the proposed municipalities should continue to be administered by the Ministry.
- (26) Collection costs only should be area-rated in urban service areas.
- (27) It is recommended that upon reorganization, the Office of the Ontario Fire Marshal conduct a municipal fire needs study for each proposed municipality in the Study Area and in particular: investigate the sharing of present equipment; the establishment of a full-time fire inspector-fire chief in each; and the undertaking of fire protection

seminars for the public, fire department members, building officials, and contractors.

- 144 (28) In the proposed Britt and Argyle communities, the community councils should have responsibility for fire protection and prevention, subject to their being able to do so.
 - (29) In the remaining unorganized territory, the Ministry of Natural Resources and the Fire Marshal's Office should make suitable arrangements for structural and forest fire protection and prevention.
- 145 (30) In each full municipality, a full-time municipal building inspector should be responsible for enforcing The Building Code

 Act and the Ontario Building Code and directly related responsibilities.
 - (31) In the proposed Britt and Argyle communities and all remaining unorganized territory, the Building Code Branch of the Ministry of Consumer and Commercial Relations should make suitable arrangements for enforcing the Act and the Code, either directly or by contract with a neighbouring municipality, following local consultation and discussion.
- 147

 (32) Prior to reorganization in the Parry Sound urban area, a study of policing should be undertaken by the Ontario Police Commission, the OPP, and the four present municipalities in the proposed larger town of "Parry Sound".

 This Study should consider the phasing in of local policing throughout the "Parry Sound" municipality.

(33) Further, adjustments in policing jurisdiction and cost-sharing should be studied as general Provincial policies for rural areas and small municipalities are developed.

148

(34) Each municipality should consider the merits of coordinating all community services through the formation of a combined "parks and recreation" or "community facilities" committee of council, or by direct administration of some services.

149

- (35) Each municipality should have a single library board and recreation committee, where one or more of each now exist in the constituent parts of the proposed municipality.
- (36) Separate management or advisory boards for separate facilities (e.g. arenas, community centres, cemeteries, museums) should be considered, coordinated through the appropriate committee of council. Each board should have council as well as citizen members.
- (37) The proposed "Britt" and "Argyle" community councils should have responsibility for recreation and community facilities, administered through citizen advisory boards or (preferably) directly by the elected council.

152

(38) Ward systems for municipal appointments to area-wide boards for welfare, homes for the aged, and public health and ward systems for the election of school trustees should follow the proposed municipal boundaries.

- 152 (39) The representation of each municipality or area on these boards should be generally based on weighted population.
- 153 (40) The boundaries of the boards and their wards, and the level of representation should be as indicated in Maps 2 through 5 of this final report.
 - (41) Provincial appointments to all inter-municipal joint boards should be discontinued.
- 157 (42) Consideration should be given by all boards to the establishment of an inter-agency "social services coordination group".
 - (43) Such an inter-agency group should be informal, advisory, and consultative in its role and operation. Its responsibilities could include the coordination and improvement of existing resources and porgrams, providing advice during the preparation of joint official plans and economic strategies, the promotion of better communication between the boards and the municipalities, and the preparation of coordinated briefs and responses to the Province of Ontario.
 - (44) Such a group should be evaluated after a period of time (say, three or four years) to judge its effectiveness.
- 159

 (45) Like other area-wide boards, the wards for elections to the East Parry Sound and West Parry Sound boards of education should be based on municipal boundaries proposed in this final report. Representation should be on the basis of weighted population. (Map 2)

(46) The boundary between the East and West Parry Sound Boards of Education should be adjusted to coincide with proposed municipal boundaries, especially in the present geographic townships of Croft, Spence, and Monteith.

162

(47) Boards of education and municipal councils should find ways of sharing information and operating with each other to achieve the best allocation of local and Provincial resources available to them to serve local residents

167

(48) Municipal representation on the District
Welfare Administration Board and the East
Parry Sound and West Parry Sound home for
the aged boards of management should be
based on proposed municipal boundaries and
weighted population.

- •the District Welfare Administration

 Board should be expanded to 9 members

 (all to be municipal appointees) (Map 3)
- •each home for the aged board of management should have 5 members (all municipal appointees) (Map 4)

168

(49) Where possible, future social service responsibilities should be administered directly by each competent enlarged municipality, including day care and elderly persons centres.

169

(50) The boundary between the North Bay and Parry Sound-Muskoka District health units should be adjusted northward to the proposed "Himsworth"/"Almaguin" boundary.

(51) Municipal representation on the North Bay and Parry Sound-Muskoka district health units should be on the basis of full, enlarged municipalities, according to weighted population. The Parry Sound-Muskoka Health Unit Board would have eight municipal and no Provincial members from its Parry Sound District portion. (Map 5)

173

(52) The hospital boards for Parry Sound District General Hospital and St. Joseph's Hospital should consider having more positions for municipal appointees on the boards.

(53) The implementation of a formal Parry
Sound-North Bay-Nipissing District health
council is not recommended. Coordination
between all social and personal service
agencies in the District of Parry Sound
could be undertaken by a "social service
coordination group" including board
or administration representatives of the
district health units and hospitals.

189

(54) The document Northeastern Ontario Regional
Strategy, when refined, should specify the organization and methods by which regional, subregional, and local policy-making and priority setting will be pursued. The coordinated actions of strong municipalities should be recognized as a key method of implementing Provincial policies in the northeast that are subject to local conditions and requirements.

190

(55) A planning hierarchy for northeastern Ontario should be established and recognized by the Province of Ontario and all municipalities for the development and implementation of land use, development, and resource policies

at all levels. This should include the following:

Level

Areas

Regional

Northeastern Ontario Planning
Region: Districts of Parry
Sound, Nipissing, Sudbury,
Timiskaming, Cochrane, Manitoulin,
and Algoma and Sudbury Regional
Municipality

Subregional

- Sudbury Regional Municipality
- •City of Timmins
- •City of North Bay and surrounding territory
- •City of Sault Ste. Marie and surrounding territory
- Manitoulin Planning Area (Manitoulin District)
- Groups of municipalities
 within parts or all of a
 territorial district (joint
 planning areas), including
 East Parry Sound District
 - West Parry Sound District

Municipal

Local municipalities either present or consolidated where appropriate (e.g. 9 proposed full municipalities in Parry Sound District)

191

(56) At the regional level we suggest that a single group of Provincial ministry representatives be designated as the Provincial civil service body for implementing economic development, land use, and other policies at the regional level.

(57) Every Provincial agency and ministry should use the Northeastern planning region as a unit for planning and inter-ministry coordination purposes and should adopt common locations for future offices and other facilities.

192

(58) Two joint planning areas should be designated in Parry Sound District with the following composition:

West Parry Sound joint planning area

Proposed municipalities of Fairholme, Humphrey, Sans Souci, Parry Sound and Pointe au Baril; Britt Community; unorganized townships of Blair, Brown, Burton (part), Ferguson (part), Mowat, Henvey, Wallbridge.

East Parry Sound joint planning area

Proposed municipalities of Himsworth, Almaguin, Magnetawan River, and Emsdale; Argyle Community; unorganized townships of Patterson, Pringle, Hardy, McConkey, East Mills, Wilson.

194

(59) A planning board should be appointed for each joint planning area consisting of municipal council members for each proposed municipality on the basis of weighted population; one representative from each proposed community (Britt and Argyle); and one representative from the remaining unorganized portions in each planning area. Representation from the District's Indian bands should be invited.

- (60) Each joint planning board should be given the following responsibilities:
 - Preparing an official plan
 - Preparing secondary plans for constituent municipalities
 - Preparing policies and standards for land subdivision by severance
 - Providing planning advice on contract for constituent municipalities, including the preparation of zoning by-laws, housing policy statements, subdivision agreements, industrial development programs, and other detailed planning documents or plans pertinent to municipal areas
 - Acting as committee of adjustment for the approval of severances (consents)
 - Acting as the "body of primary interest" on all issues and programs affecting the planning area's social, economic, and environmental character
 - Other responsibilities required under Section 12 of <u>The Planning Act</u> with respect to general and specific planning duties of a planning board

198

(61) The east Parry Sound and West Parry Sound joint planning areas should be recognized by the Government of Ontario as subregional areas within the Northeastern Regional Strategy.

Further, the two joint planning boards should be recognized as the municipal-level partners with legitimate interests and jurisdiction in the refining and implementation of such a strategy.

- (62) We propose that a single technical committee of civil servants be identified and recognized as representing the interests of Provinical ministry programs in the fields of land use planning and development within Parry Sound District. Representation on the group should be from the senior regional level (manager or equivalent) and include the following ministries:
 - Natural Resources
 - Housing (co-ordinator)
 - Environment
 - Transportation and Communications
 - •Treasury, Economics and Intergovernmental Affairs
 - •Industry and Tourism
 - Department of Indian Affairs and Northern Development (Federal)

- (63) This technical committee should have the following responsibilities:
 - •Act as technical advisors to the East and West Joint Planning Boards and constituent municipalities during the preparation of official plans
 - •Coordinate at the Parry Sound District level the Provinical share of the implementation process for the Northeastern Ontario Regional Strategy

- •Act as the Provinical group for the circulation and review of land development applications, including plans of subdivisions, condominium plans, tent and trailer sites, zoning by-laws and amendments, and secondary plans and amendments
- •Be the Provinical members of "external teams" or "task forces" on such projects as highway route selection, Provincial park plans, urban servicing proposals, industrial location studies, and planning of the Georgian Bay Archipelago
- •Maintain and update regularly in a single coordinated way the information and maps produced by the District of Parry Sound Local Government Study until the East and West Parry Sound Planning Boards are sufficiently well organized and staffed to undertake this function

- (64) The Province should find ways of improving the present systems for approving building, fire, electrical, land severance, pollution control, highway access, and other requirements of development, including the consideration of these possibilities:
 - •allowing a municipal inspector to perform as many of the inspections and approvals as possible
 - •a single instruction booklet and check list for land owners and builders, governing all required permits, procedures, addresses, etc. should be prepared

eliminating multiple and repeat site inspections as much as possible, perhaps by designating one ministry's field staff as the primary inspectors for all related functions and by providing adequate support staff and resources to effect this

202

(65) Each proposed full municipality should have the following responsibilities related to the implementation of joint official plans:

adoption of detailed secondary plan (s)
plan implementation through the preparation
and passing of zoning by-laws, public works
programs, and municipal finance planning
decisions on minor variances to zoning by-laws

- (66) Each proposed full municipality should employ a full-time by-law enforcement officer and a full-time building inspector, combined in the smaller municipalities into one staff position.
- 210

(67) We recommend that the planning and environmental control of the entire Georgian Bay Archipelago within, but not limited to, the District of Parry Sound be given priority by the Province of Ontario. Further, that The Ontario Planning and Development Act, 1973 be used and that the following aspects of the planning process be detailed in legislation complementary to that Act:

the boundaries of an archipelago planning area

the structure by which the plan would be prepared (e.g. advisory committee or task force), especially the municipal role in it

the method of development and building control

- •the method of public participation throughout the process and in particular the hearing procedures used to discuss modifications and objection to the plan
- the relationship of an archipelago plan to the North Georgian Bay Recreational Reserve, the Northeastern Ontario Regional Strategy, and a west Parry Sound Official Plan
- 212 (68) The cost of preparing planning policies for the unorganized portions of the proposed joint planning areas should be borne completely by the Province. Partial assistance should also be considered for the areas presently without municipal status but included within future consolidated municipalities.
 - (69) The planning of unorganized territory could be undertaken either by the Provincial technical planning committee directly or by the Province paying the planning costs borne by the joint planning boards for the unorganized territory within their areas.
- 213 Planning policies prepared by two joint (70)planning boards should be implemented in unorganized territory by the Province directly by an improved zoning by-law based on the existing Public Lands Act and Planning Act provisions. They should be enforced in a visible, simple and coordinated way. Ideally, one ministry or office should be responsible for as many of these as possible: building permits, fire and hyrdo inspections, the approval of subdivision and severance applications, and the inspection and approval of liquor-licensed premises and tourist establishments.

- (71) During and after the preparation of planning policies for East Parry Sound and the proposed "Himsworth" and "Almgaguin" municipalities there should be continuing communication between the City of North Bay, the proposed East Parry Sound Joint Planning Board and the proposed municipalities of "Himsworth" and "Almaguin".
- (72) A consistent method of coordinating planning efforts in Parry Sound District with those of Muskoka District and the City of North Bay should be devised. Regular communication between the councils, planning boards or committees, and planners should be encouraged.

